formed very early within the family. These values are reinforced in the school, community and institutions that support children and their families. Realizing that gender-equity issues in education must begin in early childhood, the strategy suggested is one of informal community-based programs that support the capacity of families and communities to provide a fair start to girls as well boys; help parents better perceive the capabilities of the girl-child leading to a longer period of schooling; increase the probability that girls will enter and remain in primary school.

33. Children with disabilities define a wide range of atypical disorders, including short-term behavior problems to long-term physical, mental and emotional disabilities. In view of this, there is an urgent need to provide attention to children with these disabilities. The integrated-holistic approach to normal child development provides a unique opportunity to identify these children early in life and to provide them with early-intervention services. The recommended strategy is to equip paraprofessionals and families with the skills needed for the early identification and intervention of infants and young children with disabilities.

Strategy and Priorities

34. In light of the absence of infrastructure and capacity in this area, the first priority is to distribute materials of immediate usefulness for young children and introduce the concept of early childhood programs for use in existing programs such as those run by NGOs. Therefore, the initial proposed investments are intended to provide immediate benefits to as many young children as possible, while implementing pilot programs that may form the basis for more substantive institution building later. Given the high cost and complexity of restarting primary education, it is not recommended that the Government embark on a large-scale ECD program. Instead, it should provide a conducive policy environment to ensure smooth functioning of NGO/private sector run facilities. Community participation in ECD must be encouraged.

B. Primary Education

35. Primary education is an area of intense focus by the Government as well as the international donor community. This high level of interest is justified by its importance in the education cycle and the size of the problem, but also creates unique challenges for the coordination and integration of assistance so as not to distort, confuse or overwhelm the local government.

Indicators

36. The balance sheet on primary education in Afghanistan, presented in the Education For All 2000 Report, reveals some of the worst indicators in the world. Out of an estimated 4.5 million children of primary school age, approximately 900,000 boys and 90,000 girls are in primary school, a gross enrolment rate of 38% for boys and 3% for girls, and a gender ratio of 10:1. While the five-year Taliban prohibition of girl's education is the cause of this gender imbalance, problems of gender inequity are also based on cultural patterns and preceded the Taliban.

37. In a situation such as Afghanistan, the net enrolment at the primary level is much lower than gross enrolments due to the presence of over- and under-age children enrolled in school. The average gross intake rate at the entry grade is estimated as

40.5% overall, and as low as 11% for girls. Only about 43 children complete primary school for every 100 who enroll in first grade. Average repetition rate is 7.5% for both boys and girls. On average, it takes a boy 10 years and a girl 15 years to complete the primary cycle. These statistics are distorted by the conditions of the recent past, but improved data will become available over the coming months.

38. A total of 170,000 children are enrolled in primary schools in UNHCR-supported refugee camps in Pakistan, for whom there are 4,000 teachers, an average teacher-pupil rate of 1:40. This figure excludes primary school-age children in *madrasahs* or religious schools, home schools and community-based schools. UNHCR reports that children's performance in basic competencies is significantly higher in the camp schools than in regular schools in Afghanistan. An unknown number of children attend regular schools in Iran, where the quality of education is relatively high. There are concerns within the present Afghan administration about a potential drop in the standard of performance of returning children as they enter newly reopened schools. Data on refugee children are being assembled by UNHCR to facilitate the children's reintegration into Afghan schools.

Institutional and Physical Infrastructure

39. The school system consists of six years of primary education serving children aged,7-13 years. There are several delivery channels for education, particularly at the primary level, including government, community, home-based, and NGO schools. Mosque schools provide basic religious and moral instruction for boys and some girls, and *madrasahs* provide organized religious teaching for boys and young men. Radio instruction has been extensively used for both children and adult learners, in particular through BBC programs. Approximately one-third of the estimated 3,600 primary schools are supported by NGOs, covering about 10% of the estimated primary school population in rural areas in the Eastern and Northern parts of the county. Only about 600 primary schools are exclusively for girls.

40. With the destruction of infrastructure during years of conflict, primary schooling took place in school buildings and alternate learning spaces, including homes, common community spaces, mosques and outdoors. Approximately 60% of the schools are considered "shelterless", with classes conducted in borrowed or destroyed facilities. Most schools are seriously under-resourced in terms of facilities, equipment, teaching-learning materials and supplies. School size varies from single-classroom structures in villages to multi-storey, multiple room urban schools serving thousands of children. Most schools are either of cement or mud-brick construction. Approximately one-third of schools have no identifiable water source, and less than 15% have toilets for children's use.

41. Government primary schools vary in size and school population, ranging from an average teacher-pupil ratio of 14:1 in small rural schools to 100:1 in large urban schools. In high density, urban areas, schools have a combination of primary, secondary and high school sections. The majority of school buildings require rehabilitation or even complete reconstruction. In Kabul City, MOE estimates that close to 80 primary schools need varying levels of reconstruction and rehabilitation.

42. The government primary education structure consists of a Primary Education Directorate in the MOE, which is responsible for administrative management of the system, while teacher training and curriculum development are the responsibility of

specialized directorates. Each province has an education office that is responsible for carrying out national policies and administering finances allocated by the central government. The provincial education officers are historically accountable to both the Provincial Governor and to the Minister of Education in Kabul. District Education offices (DEOs) existed in many administrative districts, although their current status is unclear.

Human Resources

43. Various reports estimate the size of the primary school teaching force as ranging from 15,000 to 50,000 teachers, excluding the large number of Afghan teachers in Pakistan and Iran. Many former teachers, particularly women, are re-registering at the MOE.

44. Several hundred teachers are also working in home-based girls' schools in refugee areas and in Afghanistan. These teachers often have lower academic and professional qualifications than teachers in regular schools, but demonstrate high motivation and dedication. Some student achievement tests have indicated that the quality of learning in these schools is equivalent or better than that in regular schools. The potential for utilizing such non-traditional approaches to expand access should be explored.

45. The production of new academically qualified teachers for the system will be limited in the immediate future because virtually all preservice teacher training institutions have been damaged or destroyed and have no current crop of students. As re-establishment of traditional teaching colleges will be costly and time-consuming, short-term measures for rapid training and deployment of potential teachers are critical.

46. The number and quality of teachers will be directly affected by salary levels, which are well below a living wage and grossly in arrears. Until this is remedied, qualified individuals will seek alternative employment. Although momentum to re-register former teachers is gathering, the salary issue must be addressed to protect the viability of the system, and the feasibility of any development efforts. Senior government officials describe this as a "make or break" issue for the country.

Priorities and Sequencing

47. The range of policy issues and critical concerns related to primary education is broad, including the full spectrum of access issues (gender, rural/urban, children with disabilities, out-of-school populations), quality and relevance (curriculum and textbook revision, teaching methodology and classroom management), and institutional structure (community participation, decentralization, role of NGOs). The process of developing a coherent set of policies, institutions, and support programs will require substantial efforts by the Government.

48. The most urgent priority is to get children back into school and ensure that they stay and learn. This is the objective of the Back-to-School national drive that was launched in the beginning of the new school year on 23 March 2002. It includes planning, materials production, provision of school supplies, data collection, monitoring and logistics support. This basic support program must continue through at least two full school years until the situation begins to stabilize.

49. In addition to traditional schooling arrangements for school-age children, alternative mechanisms will be required for out-of-school children and youth (i.e. working children, street children and former child combatants), for whom a combination of psycho-social support, basic education, and apprenticeships may be necessary. Whereas it is tempting to place these children in the category of nonformal skills training, it is important to give them an opportunity to complete a basic education equivalency program or a transitional program to "catch up" to their age-group cohort and be mainstreamed back into secondary school. Alternative delivery mechanisms for formal basic education that emphasize accelerated learning with flexible delivery spaces and schedules (i.e. evening, self-study) are needed to address the needs of a large segment of the population. Some of the "lost generation" can be recovered if the Afghan government does not limit their opportunities to only literacy or skills training.

50. Another high priority is to incorporate the roles of communities and NGOs in the education process with both short term and long term strategies. Community involvement is a proven effective strategy in improving school quality and student motivation and attendance. NGOs are both an essential delivery mechanism and a valuable resource for developing effective education practices. Both need to be integrated as an extension of government services. Overcoming ingrained animosity to NGO schools in some quarters is an important challenge facing the government.

51. Given the complexity of addressing the access concerns, it is understandable that there can be a tendency to leave issues of quality for a later phase. However, access and quality are not different stages in a sequential model of development – they are parallel and mutually supportive concerns. Hence, the Government recognizes the importance of including into support programs from the beginning issues related to the quality of teaching and learning. Therefore, a clear focus and strategy for improving educational quality must inform all policy and operational decisions, and be integrated into teacher training programs.

52. Girls' education is also a high priority. This is not a separate issue, in light of the abysmal indicators and recent history in Afghanistan. Cultural sensitivities regarding girls' education, and their mobility and visibility, remain fundamental issues requiring clear policy guidelines in terms of school types (home schools, single sex government schools, girls' sections in mixed schools), the recruitment and deployment of female teachers, and incentives for female teachers and girls to encourage retention.

C. *Secondary Education*

Indicators

53. Estimates of enrollment data for secondary education levels for 2001 range from 220,000 to 300,000 pupils, or roughly 5-11% of the school age population. The most recent estimate of survival rates through grade 12 is from 1993, when only 3 students per 100 who enrolled in grade 1 completed the 12^{th} grade. There is no reason to believe that the completion rate has improved since that time.

54. Access to secondary education is constrained by a number of factors, particularly the number and location of secondary schools. In the past many district centers had one

boys' and one girls' secondary school, catering mostly for "urban"[2] students. Most secondary education facilities are located in cities rather than villages, which is a serious disadvantage for those relatively few students in rural communities who successfully complete primary school and wish to continue their education. Geographically the number of schools in relation to school age population is lower in the southern and western regions.

55. For the past several years, almost no girls were enrolled in secondary school. After the Taliban closed all of the girls' schools, the only secondary education available to girls was in the two northeastern provinces outside of Taliban control. With the reopening of schools countrywide, the number of children, and girls in particular, enrolled in school could increase significantly. While some information will be available after schools start, it is likely that enrolments will continue to increase throughout the year. Providing bridging classes for secondary school aged girls who missed out on primary school during the Taliban period, and for overaged girls, remains a daunting challenge.

Institutional and Physical Infrastructure

56. The common estimate of 3,600 primary and 1,100 secondary schools may be misleading because many schools that are designated as "high schools" are combined primary and secondary schools with grades 1-12 inclusive. Some middle schools combine primary and lower secondary (grades 1-9). Available data does not clearly distinguish between these comprehensive schools, and "stand alone" facilities that only include the higher grades. Therefore, the official estimate of 1,100 secondary schools includes many of such combined schools. Under the circumstances, a more useful measure of capacity will be classrooms used for secondary education.

57. Many of the identified schools exist only in name, as many have been damaged or destroyed in the war. The exact number of usable secondary structures is unknown, but estimates indicate that 40% of school buildings are completely destroyed and another 15% are heavily damaged.

58. Whereas several sources of textbooks and learning materials are available for primary education (including the Afghan Basic Competency learning materials and University of Nebraska at Omaha, textbooks), little new work has been done on textbooks for secondary grades. Textbooks for secondary levels originate from roughly three sources: textbooks for science and math subjects come from the International Rescue Committee, geography and history from University of Nebraska at Omaha, and textbooks for languages from the Afghan government before 1978. These books are now being reprinted as a measure to respond to the most urgent needs.

59. Most of the school inventory, libraries, laboratory and science equipment and consumables are destroyed or outdated. Significant investment will be required to re-establish libraries, laboratories and science centers and to provide furniture.

60. The institutional base supporting secondary education in the MOE includes the Department of Secondary Education, which has management responsibilities; Translation and Compilation, which is responsible for textbooks and curriculum; and Teacher Training. Some provincial education offices (PEOs) nominally include a

[2] It is assumed that district and provincial towns are "urban", regardless of their size.

department of Science, which provides subject matter teaching specialists in math and science, although these positions are usually unfilled. All of these offices are poorly equipped and in a state of disrepair. Outside of Kabul, where the supply of electricity is poor and unreliable, electricity is either sporadic or non-existent.

Human Resources

61. In the past, secondary school teachers were educated in Teacher Training Colleges or Pedagogical Institutes. Most of the 14 teacher training colleges are no longer functional and no new teachers have been trained in years. In 1994, UNESCO estimated the number of teachers for secondary schools at 17,548 (6,042 of whom were female). In the intervening years, many have quit teaching or fled the country. MOE has no accurate estimate or status of teachers qualified to teach secondary school, nor is there any accurate information on number of secondary school principals, teacher educators, and administrators. The problem of rapidly training teachers to meet demand is more difficult at the secondary school level than it is for primary education, because the teachers at secondary level must have knowledge of both subject matter and pedagogy.

Policy Environment

62. The policies and institutions addressing education at the post-primary levels have not been reviewed or revised in decades. While some changes were made during the Soviet period, these changes are poorly suited to the educational needs in the 21st Century. The policy and institutional issues that must be addressed for secondary education are considerably more complex and difficult than those at the primary level. Secondary education, and particularly at the upper secondary levels, is the point at which general education becomes more directly related to career preparation and workforce development. Therefore, the curriculum and even the institutional structure of secondary education must be adapted to the changing structure of the economy. After two decades of social and economic upheaval in Afghanistan, a fundamental reevaluation of the curriculum, objectives, and structure of secondary education is essential. This evaluation must address not only the academic tracks, but also the technical, vocational, and professional preparation systems and their relationship to higher education and higher-level technical preparation.

63. The key policy and operational decisions to be addressed at the secondary level will focus on how the education system can most effectively produce a workforce (professional, technical, vocational, academic) that meets the needs of the country, including:

- Relevance of the curriculum to the needs of the workforce and employment opportunities. This must address a broad range of needs from traditional occupations to computer science and internet management, as well as the most effective organizational structure to provide these subjects.
- Relevance of the curriculum and modes of instruction for interaction between Afghanistan and the rest of the world. The Government wishes to explore the feasibility of using English as a medium of instruction at the higher grades.
- Linkages to employers in the private and public sectors, and establishment of internships, work-study programs, and apprenticeships.

- The use of technology as a medium of instruction and as a means of overcoming problems of access in rural areas. The majority of the Afghan population living in rural areas has never had access to secondary education, and never will, unless alternative delivery mechanisms are developed.
- The objectives of secondary education in preparing young people for the future, including the ability to continuing learning over a lifetime. While these skills are often associated with modern economies, they are equally relevant in helping people adapt to rapidly changing circumstances and life opportunities caused by social upheaval. For Afghans, adaptability and flexibility are survival skills.

64. Gender is an important issue in secondary education. Historically, high schools have been single-sex, and it is likely that co-education will continue to be culturally unacceptable at this level. This will have a direct impact on the cost of building and equipping schools. Addressing this issue in a way that balances cultural concerns, increasing access and equity, and cost-effectiveness, will require innovative and flexible approaches, including use of distance learning and technology.

Priorities and Sequencing

65. The top priority for secondary education is the same as it is for primary—to urgently get schools operating and children studying again. This objective is being supported by the second phase of the Back-to-School campaign in 2003, which will provide school materials, textbooks, supplies, science equipment, library resource materials, dictionaries, and other items for secondary schools.

66. A parallel priority is the reassessment of the secondary system and the development of a plan to reestablish a functional and appropriate system for lower secondary, upper secondary, technical and vocational, and professional tracks. It is important that a direction and vision be developed prior to massive reconstruction of existing systems. Once an overall system is designed, targeted support will be needed for many years to develop new curriculum and materials to support that system.

67. In the immediate future, considerable effort will be required to facilitate access and entry of Afghan students into secondary schools, which is more complex than at the primary level. The number of applicants who have successfully completed a primary education is unknown, but is considerably smaller than primary school applicants. Some potential secondary school students have been educated in home schools, NGO or foreign schools with different curricula, or in some refugee schools taught only in Pushto, or only in Dari. Many of the Afghan refugees in Iran have been enrolled in Iranian schools following Iranian curriculum. All of these situations must be addressed through equivalency testing programs and some students may need remedial assistance in some subjects.

68. The discussion above deals with admissions into traditional secondary high schools and technical institutes. A related concern that affects many more people deals with the children, youths, and young adults whose education was disrupted. Some may have completed partial or all primary education while others may have completed some portion of high school. These people may now be out-of-school, but want to complete their education and obtain a degree. There are many reasons why over-age students would want to complete their education. A 12th grade education is a requirement for

many jobs (e.g. many job postings seen in Kabul required a 12th grade education even for cooks and maintenance workers). Some may wish to continue on to university or technical institutes – to resume the life plans that were disrupted years ago. To do this, alternative means of securing a formal education are essential – such as a general education equivalency programs, accelerated education programs using flexible learning spaces, schedules, and methodologies (including distance education), work-study apprenticeships that yield a diploma, or other alternatives. It is important that such programs are not viewed simply as nonformal or skills training, but rather as alternative delivery mechanisms for a formal education. Such programs could provide a million or more Afghans with the opportunity to reclaim their lives and futures.

D. *Tertiary Education*

Current Situation

69. Higher education in Afghanistan has deteriorated dramatically over the past two decades. From 68 colleges with well-equipped campuses in all major cities, the higher education system has been reduced to empty campuses with no faculty, students, or equipment. Although higher education may be seen as elitist and serving only a small minority of the population, re-establishing higher education will be a crucial element in the effort to rebuild Afghanistan. Decades of war and refugees have almost destroyed Afghanistan's professional and technical base of educated people, including teachers, administrators, managers, engineers, doctors and other technocrats and professionals. These people have an essential contribution to make in the reconstruction effort.

70. MOHE has begun to receive assistance to revitalize the system. Kabul University is receiving support from UNESCO to develop its College of Journalism and ten short-term fellowships in Germany have been awarded to update the knowledge and skills of its faculty. In addition, a global appeal for books is underway to benefit the College's library. Purdue University, financed by USAID and independent sources, will provide assistance to Kabul University by reconstructing the School of Engineering and Agriculture. It will also establish a technical center and a management department.

Indicators

71. Before the civil war in the 1990s, the Afghan higher education system was largely intact and thriving. UNESCO estimated enrolment in 1990 at over 24,000, with women comprising a third of the student body. Much of the destruction of Kabul in 1992-94 was in the area around Kabul University and classes were seriously disrupted as virtually all faculty fled from Kabul. During the Taliban rule, the provision of higher education was limited to men only, mainly at what remains of Kabul University, and concentrated on Islamic studies. In Pakistan, a few hundred Afghans are attending priv atecolleges run by former Afghan university professors for the Afghan refugees who can afford to pay the tuition. The only significant opportunities for higher education in the past decade have been for Afghans who emigrated to the US, UK, India, or other countries.

72. For the academic year beginning in March 2002, about 20,000 students, men and women, sat for the university entrance examination. The number of students to be taken in will be subject to the availability of resources and facilities in each of the institutions. Given the current state of the universities, colleges and teacher training institutions, less than a third of this number is likely to be admitted.

Infrastructure

73. The building infrastructure of Kabul University and the higher education system are in a state of disrepair, as many of them were destroyed during the various wars. Libraries, laboratories, and classrooms have been looted. Learning is still taking place in these buildings and in temporary facilities. The current condition of higher education facilities in the provinces is unknown.

Human Resources

74. In 1990, UNESCO estimated there were 1,342 teachers at the tertiary level, a quarter of whom were women. Since then, however, most university professors have left the country and settled in Pakistan, the US, the UK and other countries. The most critical resource of a university is the faculty, so the reconstruction of a capable teaching staff in core disciplines is of the highest priority. This will be a daunting task.

Policy and Institutional Environment

75. Higher education is administered by the Ministry of Higher Education (MOHE). It comprises 12 institutions, led by Kabul University, spread around the country. The universities and institutes are composed of 68 colleges, specializing in agriculture, engineering, education, medicine, economics, law, theology, fine arts, geology, journalism, literature, natural sciences, pharmacy, social sciences, and veterinarian medicine. However, as a result of the restrictions imposed by the Taliban, very little installed capacity in areas other than Islamic Studies still exists. The listing of colleges and areas of study below represents a historical snapshot rather than an existing system. In short, the higher education system must be re-created from the ground up.

Higher Education Institutions

Institution	Areas of Study
Kabul University	Agriculture, Engineering, Economics, Education, Fine Arts, Geology, Journalism, Law, Literature, Natural Sciences, Pharmacy, Social Sciences, Theology, Veterinarian
Nangahar University:	Agriculture, Engineering, Economics, Education, Law, Literature, Medicine, Religion, Pedagogy, Theology, Veterinarian
Balkh University:	Agriculture, Engineering, Economics, Education, Law, Literature, Medicine, Theology
Albironi University:	Agriculture, Engineering, Law, Literature, Medicine, Science, Theology
Herat University	Agriculture, Engineering, Economics, Education, Literature, Medicine, Arts
Omahatulmomeneen University (Kabul)	Literature, Law, Medicine, Science, Theology
Kandahar University	Agriculture, Engineering, Literature, Medicine, Theology
Kabul Medical Institute	Children medicine, Preventive Medicine, Histomatology
Kabul Polytechnics Institute	Construction, Electromechanical, Mines and Geology
Kabul Pedagogy	History, Literature, Physical Education, Science
Faryab Pedagogy	Education
Kunduz Pedagogy	Education

76. At present, the Government has no clear higher education policy or strategy for redeveloping this sector. The system needs to be examined in light of the reconstruction needs of the country, the limited resources available, and modern higher education standards and best practices. Policy has to be developed relating to admissions, accreditation, credit transfers, student assessment, faculty recruitment, compensation structure, tuition charges, provision of higher education in areas outside Kabul, and prioritization of reconstruction.

77. The reconstruction of higher education will not be a simple reconstruction of what existed 10 years ago, but rather must look at innovations in distance education, use of technology, institutional designs (like open universities), and other creative solutions to expanding access to higher education at reasonable cost. Universities around the world are rethinking how they function in an internet age, and Afghanistan must factor this in as well. While such issues may appear wholly irrelevant to institutions whose first

Comprehensive Needs Assessment – Education

I. Introduction

A. Background

1. A revitalized education system can contribute significantly to resolving many of Afghanistan's daunting problems. Education is a key ingredient to rebuilding Afghanistan, igniting progress in all other development sectors. Education will build the human and social capital needed for economic development as well as serve as a key vehicle for promoting peace, stability, and social cohesion. In short, it will help develop a sense of nationhood.

2. In December 2001, a multi-donor team completed the Preliminary Needs Assessment (PNA) for Recovery and Reconstruction of Afghanistan for the Ministerial Meeting held in January 2002 in Tokyo as a framework for donor pledges of assistance. The next stage, the Comprehensive Needs Assessment (CNA), was prepared in February – April 2002 to provide an in-depth assessment of the education sector, to identify critical priorities and sequencing for recovery, and to identify quick, high-impact projects that can be implemented immediately.[1] The CNA was completed despite a lack of adequate statistics about the education sector, working with an interim government that has not had time to develop policies or a strategy for educational development. Therefore, the analysis is based on the best available statistics and estimates of experienced Afghan educators. Financial estimates are based on projections as critical budget parameters have yet to be finalized by the Government, including teacher-salary levels and the number of teachers.

3. The mission developed an analytical framework for the education sector, updated the PNA analysis, developed budget and program projections for the next two fiscal years, and identified and prioritized quick, high-impact projects. In light of the evolving situation and data, the mission focused on the immediate priorities over the next two fiscal years, and prepared a work and investment plan to complete a more comprehensive assessment in the remainder of 2002.

B. Current situation in the Education Sector

Overview

4. The Afghan education system has been undermined by 23 years of war, by widespread physical destruction, by restructuring under a communist regime, and by its use as a political and religious pawn by succeeding governments. The concept of secular education has been under constant attack for decades—first as a source of foreign ideas that led to the communist takeover, and then by the Taliban who banned education for girls entirely, and promoted and expanded the system of religious schools at the expense of secular schools. As the school year started in March 2002, the

[1] The multi-donor CNA Mission team was co-led by the ADB and the Afghan Assistance Coordination Authority (AACA) and consisted of education specialists from the ADB, the World Bank, the Islamic Development Bank, the European Community, USAID, and the United Nations group represented by UNICEF and UNESCO. The CNA Mission work was undertaken from 24 February to 17 March 2002.

priorities are repairing the plumbing and electricity, they are essential elements in the long-term plans for reconstruction. The Government is keen to prioritize establishing community colleges to provide outreach to local communities. It may be that some of the previous institutions can be reoriented to meet this need rather than restore them to their previous status.

Cross-Cutting Issues

78. Equity is an important issue for higher education, addressing both gender and geographical access. During the Taliban period, women were not allowed to be educated or to work. Some female refugee students continued their studies in the receiving countries while others did so secretly within Afghanistan. In the post-Taliban period, policies are necessary to attract women back into universities and colleges, especially in degree programs that are not traditionally viewed as women's. The present distribution of colleges throughout the country favors Kabul. In order to meet the rebuilding needs of areas outside Kabul and to foster regional peace, more higher education would need to be provided in the provinces, offering programs that are more suitable to the development needs of the area, perhaps by incorporating a community outreach approach.

Priorities and Sequencing

79. The most immediate priority for higher education is to reopen and to admit as many applicants as possible under the circumstances. This will require immediate support for (i) physical rehabilitation of the campuses, from plumbing and electricity to furnishing of laboratories and classrooms, (ii) materials and supplies, and (iii) establishing a functioning cadre of professors and instructors in the key areas of study. The first year will require different coping strategies to maintain an acceptable level of program offerings, including the use of adjunct teachers, exchange professors, and other approaches.

80. The initial support for higher education will involve some careful tradeoffs. Restoring all 68 colleges, or even a significant subset, to a level of functionality where they are able to admit and teach students is not an attainable short-term goal. Physical restoration of facilities and equipment may be the smallest part of rebuilding an academic community, which can only be accomplished college-by-college and department-by-department. Physical restoration may not even be a necessary goal in the short term, as the number of students who will be admitted in the first two years will be limited, and possibly will be concentrated in a few colleges and disciplines. It is perhaps more important in higher education than in other areas that the immediate reconstruction assistance support, and not distort, long-term plans. The long-term development plan for a university system in 2005 or 2010 may not include all of the colleges that existed in 1985. Moreover, it may include a very different mix of delivery modalities, including a community outreach component or distance education centers as well as a traditional four-year residential university structure.

81. Therefore, the second most immediate priority is to initiate long term planning for the sector. The MOHE must develop a comprehensive plan for higher education in Afghanistan, including the revitalization of existing faculties, the rationalization of the national higher education network, and an assessment of the appropriateness of developing a community college-type system for Afghanistan. The sector plans must

assess the options for financing the higher education system, including alternatives for revenue generation (charging tuition, conducting research, faculty/university consulting services, business support services, etc), and review the feasibility of self study, distance education, satellite facilities, and use of technology to increase the cost-effective access and enable sharing of expertise among geographically distant campuses.

82. One result of the planning exercise will be a Master Plan for reconstruction and revitalization, which will include specific operational plans, including:

(i) Identifying TA and faculty support/exchange requirements;
(ii) Developing procedures and a staffing plan for coordinating foreign assistance from expatriate universities as well as direct donor assistance;
(iii) Conducting an assessment to determine the cost of restoring facilities in provincial areas;
(iv) Developing a procurement plan to implement the revitalization plan; and
(v) Developing a schedule, requirements, and a budget for facilities restoration.

83. The third urgent priority is to strengthen core operations, including procedures for financial management, accounting, and auditing, facilities maintenance and repair, and donor coordination.

84. Finally, there is a need to develop a proposal for providing remedial education and additional support to bring dropouts back into the higher education system and to increase the number of eligible applicants.

E. Youth/Adult/Vocational Technical Education

Current Situation in the Sector

85. In view of the devastating circumstances in Afghanistan, it is hard to highlight one sector or problem as being the most daunting to address. However, the broad category of youth/adult/vocational-technical education may fit that description if only because of the immensity and variety of the demand, and the critical importance of its success. The potential market for training is in the millions—literacy for people who have never had education, migrants to the city who need job-related training, rapid gearing up of skilled and semi-skilled workers for a massive reconstruction effort, restoring technical capacity in a range of enterprises, training office workers and support staff, among others. The potential clients are refugees whose traditional livelihoods have been destroyed, widows and orphans who are now breadwinners, demobilized youth—and children—with no skills or experience other than war and refugee life. Vocational-technical training forms the critical lynchpin between the millions of poor and jobless who are trying to find livelihoods in a recovering economy and the urgent needs of a massive rehabilitation effort. The gap between these two elements is measured in social and political instability and insecurity. This subsector affects the majority of the population—and failure to address these issues effectively can undermine the reconstruction and recovery effort.

Indicators

86. The available data on student enrollments, academic and teaching staff, administrative and supporting staff, consists of the following estimates:

Technical and Vocational Education Indicators

	Kabul	**Provinces**	**Total**
Students enrolled	895	949	1,844
Teachers	424	429	853
Administrative	119	144	263
Other Staff	255	366	621
Total	**1,693**	**1,888**	**3,581**

87. No information has been obtained about the historical levels of enrollment in the system. Obviously student enrollments have fallen dramatically as buildings were destroyed and equipment and materials pilfered. However, data provided indicates that there are only two students per teacher, which seems unlikely. Furthermore, all sources indicated that the teachers in this sector migrated to better jobs in other countries. Therefore, additional data is needed to determine the actual state of affairs.

Institutional and Physical Infrastructure

88. The Technical and Vocational Education (TVE) sector consists of formal, institutional-type of education and training. It is generally classified into three segments: Junior Secondary (Gr.6-9), Secondary (Gr.9-12), and Higher Secondary (9-14). These are known by a variety of names, which reflect historical affiliations and influences. For example, there are Lycee or Lyceum for business, art and music, and Tekhnikum or Technical institute/School for mechanical/electrical and similar skills. In addition, there are Agriculture Lycees, which are mainly located in the provinces.

89. Virtually all of the physical structures and materials/equipment are badly damaged or destroyed. The following description of the TVE system represents a system that is no longer functional.

90. The TVE system consisted of forty-one schools/institutes in Kabul and in the Provinces. They are classified as follows:

Number of TVE Schools and Institutes

Skills	Location	Year 9-14	Year 9-12	Year 6-9	Total
Technical	Kabul	5	12	1	18
	Provinces	2	5	-	7
Subtotal		**7**	**17**	**1**	**25**
Agriculture	Kabul	1	-	-	1
	Provinces	-	10	-	10
Subtotal		**1**	**10**		**11**
Business/ Admin.	Kabul	1	4	-	5
	Provinces	-	-	-	-
Subtotal		**1**	**4**	**-**	**5**
Grand Total		**9**	**31**	**1**	**41**

91. Three of the Year 9-12 Technical Schools in Kabul include specialized institutions operated by Ministries responsible for Telecommunications, Power and Energy, and Transport sectors. The Business/Admin schools in Kabul include an Institution for the Blind and a School for Women, as well as schools for business/administrative training (including office workers).

92. While these organizations are identified as part of the MOE structure, the institutes appear to be owned and operated by other ministries or institutions, or the provinces, which are responsible for developing the technical content of the courses to meet their needs. The primary role of MOE appears to be the validation of these programs through examinations and the award of certificates. The financial support, including salary payments, for these institutions is not clear. There is a need to review and redefine the roles and functions of MOE in relation to the TVE responsibilities of other ministries and agencies responsible for the specialized sectors. All private providers of TVE and the NGOs who operate vocational and skill training programs should also enter the picture. The relationships and responsibilities of MOE and those of the provincial authorities that run their own TVE outfits must also be reviewed and clarified.

93. The Kabul Polytechnic was started in the mid-sixties to educate competent technologists with a practical orientation in construction, geology, and electro-mechanics. Students of grade 12 were recruited through a competitive examination and followed a 10-semester program of study. The Polytechnic is reported to have had an enrollment of about 1500 and a faculty of about 200 professors and lecturers. In recent times, these numbers have dwindled to about 300 students and 75 faculty staff, and current expected enrollment is unknown. The physical infrastructure is damaged and all equipment and materials are gone. The Polytechnic is under the MOHE.

94. Overall organizational responsibility for TVE has shifted back and forth between MOE and the MOHE over the years. Currently, TVE is back with MOE. When TVE was with Higher Education, the University of Kabul provided a steady supply of well-trained teachers for TVE.

Human Resources

95. In the past, Kabul University was responsible for training technical educators/teachers for Technical Institutions/Schools and for Agricultural Schools. The Faculty of Engineering of the University consisted of the Departments of Electrical, Civil, Mechanical, Architecture, Chemical and Agricultural Engineering and a Department of TVE, which was responsible for training technical teachers for technical training institutions. Similarly, the Faculty of Agriculture consisted of Departments of Economics, Extension and a Department of Vocational Education that trained teachers for agricultural schools. At present, there are no operating TVE departments as they have been dismantled, leaving no organization responsible for training vocational-education teachers.

Priorities and Sequencing

96. The traditional TVE approach will not serve the immediate and urgent needs in Afghanistan. The highest priority is for large-scale, short-term training and apprenticeships linked with job-creation schemes under the reconstruction process. The scale of the need is so great that multiple and creative approaches will be needed. All skills training will need to be supported by job-placement support. In addition to training related to the reconstruction efforts, considerable vocational training will be needed for special target groups such as widows, orphans, street children, demobilized youth and children, among others.

97. Initially, the immediate priority is to meet the skill needs of the recovery and reconstruction efforts. While consolidating these efforts, the capacity of the system should also be further developed to produce skills needed to cope with the absorption of new technologies. By acquiring such skills, Afghanistan will be able to take advantage of emerging global economic opportunities and to integrate with the international community.

98. In order to meet these diverse needs, it will be necessary to explore and adapt the best in TVE and skills training for youth, taking advantage of the most recent advances in education methodologies and technologies, particularly those adapted to rural and remote communities. A body of best practices for organizing and educating youth, for bringing literacy and life skills to young women, and for delivering second-chance education to children has been developed and tested throughout the developing world. As emergency response turns into transition, coordination between government and non-government stakeholders will need to be strengthened and regularized to ensure that a large array of services are available to out-of-school children and youth. NGOs might see their role in basic education change as MOE supports a growing number of schools and as girls enter the formal system. At the same time, MOE may rely on NGOs to enhance their efforts to serve hard-to-reach populations or those with special needs.

99. Finally, a parallel process of long-term development of the institutions and policies needed in technical and vocational training will be necessary. Assessment of alternative approaches and the integration of academic and technical education streams will be part of the sector planning exercise to create an overall rational and effective education system that meets the needs of the Afghan economy.

F. *Teacher Education and Training*

100. The prewar teacher-education system in Afghanistan was based on a network of 14 two-year teacher training colleges in 11 provinces. With the Soviet invasion, six of these colleges were transferred to the MOHE and converted to Pedagogical Institutes with four-year programs of study and the remaining colleges were not supported. By 1984, only three teacher training colleges were functioning; and after six years of the Taliban, two of these institutions are currently functional—but only partially. All but two of the facilities have been destroyed and none have active staff, although several have applied to accept students in 2002 from among those who take the higher education entrance exam.

101. The issue of teacher education and training is a difficult one. One the one hand, rapid expansion of the basic education system will require immediate recruitment and functional training of over 4,000 new teachers each year, a goal for which the traditional teacher education system is unsuited and wholly incapable of achieving under current circumstances. Simply put, the education system cannot wait two or four years for new teachers. Moreover, it is not clear that separate facilities with multi-year programs are the most effective or efficient means of teacher education. The alternatives of incorporating education into college, or even secondary school programs, coupled with intensive in-service training may be more effective in both the short and long terms. These options need to be explored to avoid making large investments in obsolete institutions.

102. On the other hand, Afghan educators have considerable professional and emotional attachment to the former system, and are strongly in favor of rebuilding and restoring the full network of 14 teacher training institutes. Assistance will be needed to assist the MOE to conduct a programmatic assessment of the options and to develop both immediate and long-term plans to address the shortage of teachers in an efficient way.

103. In the short term, the urgent need for primary and secondary school teachers will require flexible and innovative approaches for rapid deployment, training, and support of teachers who lack traditional qualifications. This is an urgent priority for MOE and donors to ensure that acceptable levels of quality are maintained in a rapidly expanding education system. The Afghan people's commitment to education, and to the new government, could falter if they perceive that the educational system is of such low quality that children are better off outside of school.

III. Development Framework for the Sector

A. Policy Framework

104. The Government has not had the time or capacity to articulate a policy statement for the education sector, or to develop a strategy that incorporates the immediate needs of the nation into a longer-term framework for development. Discussions with senior officials in the Afghanistan Assistance Coordination Authority (AACA), Ministry of Reconstruction, and MOE indicate that a range of policy concerns are under consideration by the Government and that some policy directions are beginning to emerge.

105. The MOE will require a set of interim policies in key areas to facilitate the rapid expansion and recovery of the educational system, and to develop the ability to address the needs of multiple target groups. The Mission recommends that MOE adopt an interim policy of not making investments with long term implications (such as new significant buildings and institutions) until it completes a long-term strategy. This will provide the government with enough data and time to make informed decisions about future directions and structure. In the meantime, the highest priority must be the rapid extension of services to the population through multiple avenues.

106. The parallel process of developing a long-term strategy, appropriate policies, and a sector development plan can be started immediately. The proposed projects include assistance in developing such a long-term strategy and policies. Such decisions should be made based on solid data, analysis, and the consideration of alternatives. Some of these decisions must be made relatively soon, while others can be addressed on a basis of a more flexible timetable. Among the issues which this policy formulation process must address, in order of priority, are:

107. **Policy Formulation and Implementation.** The capacity to formulate and implement policies throughout the MOE is understandably weak. The MOE has not had time to develop formal systems to coordinate and direct the work of the various parts of the ministry. However, this is an essential capacity that must be developed quickly.

108. **Institutional Structure**. The AACA has indicated a general preference for an efficient, streamlined bureaucracy that implements appropriate government functions while leaving a substantial role for the private sector. Within the education sector, there is general agreement on the need to avoid developing heavily centralized ministries, and to define appropriate roles and responsibilities for provincial, district, and school/community entities. However, not all of the MOE departments reflect this philosophy in their planning for this first year. It is important that the ministry establish clear operational guidelines, particularly for the interim period, that promote rapid scaling up of educational services, including use of existing NGO capacity, short-term teacher training programs and use of existing materials.

109. **Equity of Access and Rapid Expansion of Access**. Gender, regional, and urban/rural equity have been identified as key tenets of the education policy. The ability to achieve greater access for disadvantaged populations will depend a great deal on the policies adopted by the MOE in key areas such as teacher recruitment and training, the use of NGO's as implementing partners, and construction practices and standards. Flexibility can be necessary in the policies for teacher recruitment, allocation of school

buildings and their design, but also in school hours. Construction of completely separate schools for boys and girls is an unaffordable option. The Ministry has indicated a general preference for co-educational use of school facilities where it is acceptable to the community. Various options can be considered such as separate shifts for boys and girls. Access is also influenced by seasonal activities. Based on experience of several NGOs, it is necessary to allow schools in certain areas to operate during all winter-months, for full days, since agricultural activities cease during the winter season. Members of communities in such areas, including the children, are occupied during summer season with work on their lands.

110. **Educational Opportunities for Special Out-of-School Groups.** The educational needs of vulnerable groups, including children with disabilities, war widows, and young adults who did not complete school (including demilitarized combatants) must be addressed in the near term. These may take many forms. A government policy which encourages and validates general education equivalency for primary and secondary school degrees through accelerated learning programs in non-traditional delivery mechanisms will effectively expand the coverage and access of basic education to many of the "lost generation". Simple, self-study materials, such as ABC Learning Packages, can be used for this purpose. In addition, skills-oriented vocational and technical training directly linked to employment opportunities related to the reconstruction of Afghanistan are urgently needed.

111. **Role of the Private Sector and NGOs.** The relationship of MOE with private sector and NGO's is complex, and must be carefully formulated into policies and a regulatory framework and procedures. The relationship with the private sector has three main aspects: the private sector as a provider of education services; the private sector as a cooperating partner, particular in secondary and vocational training; and the private sector as an outsourcing mechanism. An interim policy encouraging the use of multiple mechanisms, including private sector and NGOs, will be necessary to expand rapidly educational services throughout the country. Over the longer term, a comprehensive policy must be developed.

112. As a service provider, the private sector, communities, or NGOs have built and are operating or supporting over 1,000 primary schools. Over the short term, these programs will continue to operate in order to maintain and expand access to education. As the Government restores the system, the role of NGOs as partners in this process needs to be strategically planned, with a coherent policy on functions, quality control and possible cost-sharing modalities. Over the longer term, a policy will be required to establish the framework for such schools to function, or to be absorbed under the umbrella of the Ministry. Eventually, a regulatory framework for promotion of quality private school with appropriate oversight and quality assurance by the Government will be required. In the vocational-technical field, many private training institutes currently exist, primarily for English language training and computer skills.

113. A similar framework will be required for community involvement in school governance. In the absence of government schools in many locations, communities have been instrumental in setting up, financing, and managing schools. Integration of these schools into the national system will be complex, because such key issues as teacher recruitment, qualifications, and pay are currently determined by the community. Formalized mechanisms for school-community partnerships, which may include Parent-Teacher Associations, School Management Committees or Village Education

Committees, specifying operational modalities, resource allocations, and accountability and communication structures will need to be established within a policy framework.

114. At the secondary and vocational-technical level, close relationships with employers will help the educational institutions to develop better curriculum and areas of study that are relevant to the labor market. Policies and mechanisms enabling this type of collaboration, including internships, apprenticeships, and work-study options may be appropriate. As a provider of outsource services, the role of the private sector is particularly important in the immediate reconstruction. The Ministry will require a policy and procedures for outsourcing such operations as school construction, repair, and maintenance, delivery and warehousing of materials, financial management, transportation, and perhaps even teacher training. In the short term, such a policy is a necessity in order to expand access as quickly as possible. Over the long term, this policy will be linked to the broader policy about the role and responsibilities of the Ministry.

115. **Salary and Staffing Levels.** Perhaps no policy issue requires an interim policy and planning guidelines more urgently than the question of salary and staffing. Prior to the Interim Government taking office, the Rabbani government established a policy of rehiring staff at the same levels as existed in 1995. As the Interim Government has not articulated a different policy, MOE and provincial departments are hiring large numbers of employees, and individual departments are planning for even larger staff increases in their development plans. Although final policies cannot be made until the Government and Ministry budget parameters are established—including the civil-service salary structure—it is important for the Ministry to avoid locking itself into unmanageable and unsustainable staffing patterns. In planning for recurrent budgets, adequate space must be created for non-salary expenditures such as materials and supplies.

116. **Access to Qualified Staff through Secondment.** Due to low salary levels, MOE is unable to attract many qualified Afghan educators to government service. This problem is exacerbated by the competition from NGOs and development agencies, which pay higher salaries for qualified educators to manage their programs. One possible solution is for qualified staff to be seconded to official positions and/or to facilitate staff exchanges between MOE and NGOs, which can result in on-the-job training for MOE staff. This is included as a possible high-impact project. However, it will require enabling policies and mechanisms from both MOE and the NGOs.

117. **Curriculum Revision and Implementation.** A full-fledged revision and reassessment of the Afghan curriculum, educational objectives, and textbooks/learning materials must be initiated in the first year. While the implementation of this will be a long-term activity, early directions and policy decisions will be important in providing guidelines. The curriculum review should address the broad questions of whether, and how, to use or adapt the Basic Learning Competencies, of determining a strategy for improving the quality and relevance of the curriculum, of developing strong linkages between secondary education and the workforce needs. It will also require specific policy decisions regarding which language(s) might be the medium of instruction at different ages and for different subjects. This will address the question of national languages as well as the proposal that English be the medium of instruction in some subjects at the secondary and university levels. Promotion of civics and governance related subjects to promote peace, stability, national unity, and social harmony must become integrated

parts of the curriculum. These decisions will have substantive implications for all other curriculum development decisions.

B. *Institutional Framework and Capacity Building*

Overview

118. The development of a coherent institutional framework and the need to build capacity to support that framework is an essential activity that cuts across all subsectors addressed in the CNA. It also cuts across organizations involving the Ministries of Education, Higher Education, Health, Women Affairs, and Labor and Social Affairs. This analysis is based on a system-development framework, including the organizational structure and roles and responsibilities of the ministries, staffing patterns, information systems, and procedures and rules for governance.

119. The MOE and MOHE have been operational only since the initiation of the Government. Within a very short period of time, they have been preoccupied with the details needed to restart the education system – registering students, re-enrolling teachers and principles, developing payroll lists and payment procedures, recruiting teachers, recruiting core MOE staff, approving applications for school rehabilitation, making decisions on curriculum and textbooks, developing relations with the provinces, working out arrangements with the many education NGOs. This work is being done with limited staff, minimal equipment, non-existent communications, and almost no material support.

Organization of the Ministry of Education

120. There are two ministries responsible for the education sector: MOE and MOHE. The former covers primary, secondary, vocational and technical education, and literacy while the latter higher education.

121. The central MOE is organized into 22 departments, including a General Secretariat. These are coordinated by two Deputy Ministers, one for Operations and one for Program. At present, the Deputy Minister for Operations is performing both functions.

122. All 22 departments are on the same organizational level and all report directly to the Minister. They are grouped into five categories: (i) *Coordination and control:* Deputy Ministers, General Secretariat, Audit and Inspection; (ii) Planning, International Relations, and Construction; (iii) *Management structures*: Personnel, and Administration; (iv) *Subsectoral structures*: Primary education, Secondary education, Vocational Education, Literacy, Health, Religious Education, Sciences Education, Sports, Scout, Orphanage; and (v) *Pedagogic structures*: Teacher Training, Translation and Compilation (curriculum & textbooks), Printing and Publication, Distance Education. In addition, a Kabul City Department is attached to the Ministry, which administers the schools of Kabul. The other districts of Kabul are attached to the Provincial Directorate of Education related to the Governor of the Kabul Province.

123. There are 32 PEOs and an estimated 535 DEOs. PEOs are responsible for supervising primary and secondary education as well as literacy. Activities of central departments such as Vocational and Technical are not channeled through PEOs or DEOs. The detailed organization of PEOs may differ from one province to the next, but

capacity to supply education has been decimated in both quantity and quality, even as the demand for education is expanding in both quantity and complexity.

5. The CNA focuses on the harsh realities and challenges facing education in Afghanistan. While these challenges are daunting, it is important to acknowledge the positive aspects of the current situation. There is an atmosphere of excitement, expectation, and determination in schools throughout the country. Despite an almost total lack of resources and teacher-salary arrears of more than six months, thousands of Afghan teachers and students are registering for classes. Students and teachers have congregated in schools weeks before they open, helping with repairs and feeding on the excitement of being able to resurrect them. Parents are keen to return their children to school. This commitment to education will be an important force for rebuilding the system. The Afghan people's commitment to education, and to the new government, could falter if they perceive that the education system is of such poor quality that children are better off outside of school.

The Supply of Education

6. By any measure, the education system in Afghanistan has collapsed. The most informed estimates (based on a United Nations Educational, Scientific and Cultural Organization [UNESCO] Education for All 2000 Report) indicate that Afghanistan's education indicators are among the worst in the world, with girls and rural populations particularly disadvantaged. The gross enrollment rate (GER) estimate in the PNA of 38% for boys and 3% for girls primary education seems high, given that the highest GER achieved in 1980 before the wars, was only 54% for boys and 12% for girls. In the following years, the GER for boys plummeted, while the GER for girls gradually increased under the communist government to an estimated high of 35% in 1995. In secondary education, the estimated current GER for boys is between 5-11% and for girls as low as 1-2%. Indeed, the numbers of children in school declined dramatically in the 1990s given the civil war, destruction of education infrastructure, and the hostility of the Taliban to secular education—and particularly the education of girls and female teachers.

7. An estimated 80% of school buildings at all levels have been damaged or destroyed as well as all but two teacher-training colleges, which are still partially functioning. Most of the vocational-technical facilities have been damaged or destroyed. A large number of qualified teachers fled the country, taken jobs outside of education, work in refugee camps, or have been killed. The curriculum has not been revised for 30 years, and virtually no modern educational practices have been introduced for decades. Regional education authorities have operated autonomously for years in the absence of a central authority. Most teachers and administrators have not been paid for over six months, and salary levels are set well below a living wage. In summary, the education system has very limited capacity to supply basic inputs—buildings, teachers, materials, and textbooks. In fact, virtually no "system" exists, even at the level of basic operations, policies, or procedures.

8. The relatively few Afghan children who are being educated are scattered among a range of different providers. An estimated 400,000 children, one-third of the total Afghan children in primary school, attend nongovernment, nongovernment organization (NGO)-run schools and about 170,000 refugee children are enrolled in United Nations High Commission for Refugees (UNHCR)-supported camps in Pakistan. An unknown

the general structure remains the same. A quick survey of the 10 provinces in the central region indicates that, generally, the provincial offices have 2 or 3 deputies (Administration, Technical affairs and Religious affairs), an inspection and supervision department, a student affairs department, a literacy department and operational departments such as planning, personnel, administration and finance, accounting, services and supplies. Only one out of the 10 provinces has a construction department. For these provinces, PEOs have about 50 staff.

124. MOE's overall organizational model is based on a centralized system, although historically provinces have had an important role. PEOs have had substantive responsibilities over the years, including the assignment of teachers, financial management, student assignment and management, and even some purchases of materials. The lack of communication with provincial and local levels for the past 10 years has increased the functional autonomy of the PEOs. The relative autonomy of PEOs is a strength that should be built upon.

125. In some MOE departments, there is considerable interest in returning to a highly centralized model. This is counterbalanced by recognition within Government and parts of the MOE that there can be no return to a heavily centralized education bureaucracy, both in terms of efficiency and in terms of the immediate need to rapidly expand services. Providing MOE officials with exposure to recent education experiences in neighboring countries will be an important element in the rebuilding process as Afghans explore ways to build on the advantages of their existing structure.

126. The distribution of roles and responsibilities among the central departments is fragmented by functions. The subsectoral departments, such as primary and secondary education departments, have administrative responsibilities only, and have no role in the issues of curriculum, teacher training, or planning related to their subsectors. These are responsibilities of the technical departments that handle them without consultation with sector departments. There is a need to realign these roles and to promote coordination between departments

Human Resources

127. Each Department of the MOE has two deputies and a general secretariat, and is organized in a number of General Directorates. According to the official staffing chart, which dates from 1996, the Central MOE should have 3,122 staff (599 teachers, 1,409 professional staff, and 1,114 support staff). The total number of staff presently in office at central MOE is 1,650 (285 teachers, 704 professionals and 661 support staff, which gives a support ratio of 0.40). This does not include female staff who are currently being rehired at their previous positions.

128. According to the staffing chart, the total allowable staff at provincial levels is 72,342, including 50,846 teachers, 6,355 non-teaching professional staff, and 15,141 support staff. Kabul City accounts for 22,532 staff (16,927 teachers, 1,718 non teaching professional staff, and 3,887 support staff). Based on these staffing charts, the combined total employment in the MOE central office and the provinces is 75,464.

129. The actual number of staff presently working in the provincial offices, districts, and schools is not known. The Taliban government had dramatically cut the number of civil servants, so the 1996 staffing charts do not reflect the current reality. However,

because the MOE at both the central and provincial levels is actively recruiting on the basis of the former charts, the number of employees changes on a daily basis. The rehiring process is proceeding with little control, few guidelines, out-of-date personnel records, and no communication with the provinces. Therefore, it is not possible to know the staffing levels at any given time, nor it is possible to accurately predict how many people will eventually be hired. Estimates of current staffing, and even estimates of the approved positions, are different depending on the source. The best estimates from the MOE indicate that total current staffing is 66,000 (39,629 teachers, 11,130 professional staff and 15,241 support staff), distributed as indicated in the table below:

Approved MOE Personnel Chart for 2002

Department	Teachers	Professional Staff	Service Staff	Total
Central MOE (including directorates, literacy, religious schools, teacher training, vocational, and directorates of orphanages)	6,712	2,074	2,881	11,667
Provincial Education Personnel	32,917	9,056	12,360	54,333
Total Approved Personnel	**39,629**	**11,130**	**15,241**	**66,000**

130. The financial implications of the fluctuations in employment are enormous, making it difficult to make reliable forecasts. The Civil Service Commission is working on an overall government salary structure that may end up almost doubling current salaries, which are universally seen as below a living wage.

131. The age distribution of existing staff is a concern, as the average age in the central MOE is relatively old, between 45 and 60.

Assessment of Current MOE Capacity

132. MOE staff have made a tremendous effort in responding to the pressing needs to restart the system. By any measure, the achievements of the past several months are impressive, particularly in light of the scarcity of resources and information. These achievements indicate motivation and ability. Nevertheless, the central departments are constrained by a limited capacity to establish priorities, develop detailed plans and budgets, and implement them. Any educational planning exercise is highly constrained by the lack of reliable data, lack of communication with the provinces, and lack of substantive experience. MOE's departments have had no substantive experience or responsibilities in years.

133. While the capacity constraints are an issue for all the departments, special emphasis is warranted in several departments with critical operational responsibilities. These are construction and finance/personnel. The Building and Construction Department, the key organization for planning and coordinating school reconstruction, lacks the human and material resources to assess needs and plan for repairs. The staff dropped from 411 to 50 during the Taliban regime. The function of this department has varied considerably in the past decades, from having primarily an engineering function of school design and quality control to more direct responsibility for construction and furniture manufacture under the communist regimes. The different views of

organizational role are reflected in the work plans—the unit plans to outsource the initial reconstruction to outside contractors (private sector, NGOs, and communities). However, some officials hope to re-create eventually a large-scale centralized construction department working from seven zones around the country. Immediate assistance is needed to assist this department to perform its critical functions while developing feasible and sustainable long-term plans that provide for an appropriate supervising role for the Ministry that involves the private sector in actual construction.

134. The Personnel and Administration Departments have a clear understanding of their role, at least for the central level and within present policies. However, they do not have the resources or capacity to perform their basic functions: massive recruitment and deployment of additional needed teachers, budget preparation and expenditure, establishment of central and provincial payrolls, timely payment of salaries, accounting and finance control. These functions are critical for the revitalization of the education system and must be, from the start, operating at an acceptable level. These departments need immediate support.

Assessment of Provincial Education Office Capacity

135. Although little information was available from the provinces, a rapid assessment of provincial capacity was facilitated by MOE workshops, supported by UNESCO and UNICEF, in which senior officials from the MOE and all PEOs reflected on policy issues. The CNA mission team exchanged ideas with the participants on: (i) views of Afghan educators on the future direction of education in Afghanistan; (ii) principles and issues for education development as highlighted by international experience; (iii) immediate needs and high impact projects for education in Afghanistan in the short term.

136. The workshop resulted in initial recommendations about priorities and critical needs as defined by representatives of the officials most directly responsible for rebuilding the system. These recommendations are incorporated in the proposed Quick Impact Projects (QIPs). The consultation revealed a high degree of motivation, commitment, and practical thinking on the part of the provincial education officers as well as central MOE directors. Clearly the PEOs will be viable and important partners in extending education services throughout the country.

Priorities, Sequencing, and Strategy

137. It is important to recognize that the implementation process is working on an Afghan timetable rather than a donor timetable. Events and actions are moving rapidly, and assistance must start quickly if it is to be effective, and not be overtaken by events. The objective of the Afghan Government is to extend education services to two million children within two years; equally important is meeting the education needs of out-of-school children, youths and adults. This calls for a pragmatic and well-coordinated strategy that utilizes all local capabilities in an efficient manner.

138. The proposed strategy for supporting institutional strengthening and capacity building is phased, and directly supportive of the overall strategy for reconstruction of the education sector. The first phase of the reconstruction assistance, starting immediately, should focus on emergency support for key functions and decisions, providing space and support for the development of long-term plans. This phase will support the following: leadership and management; key planning and coordinating functions;

immediate technical and material assistance to critical operations; and long-term sector planning leading to specific strategies and implementation plans for each subsector. The second phase will be to implement the subsector plans. Each of the immediate priorities is discussed below.

139. Leadership and management support includes technical and material assistance for the effective functioning of the Minister and Deputy Minister offices in providing vision and operational guidelines to line MOE departments as well as provincial offices. The leadership cadres in the MOE and MOHE are new and largely inexperienced in managing large organizations. Assistance can be provided in establishing regular procedures and mechanisms in support of core management functions. This should include such elements as team building, setting priorities, developing and implementing interim policies, establishing operational relationships with provincial officials, inter-ministerial coordination mechanisms, and basic operations. This support should include TA, training, staffing (through secondment or assignment of key personnel), equipment and supplies, and transportation.

140. Support is urgently needed for critical operations. While some of these functions may be subject to reform over the medium or long term, immediate attention must be given to improving current operations. They are critical to the ability of the Ministry to function on a day-to-day basis. Among the highest priority operations requiring immediate support are: budget and finance; personnel management; donor coordination; planning; and school construction. The support should include TA (and/or assignment of highly qualified Afghans in managerial positions through secondment), training, equipment and supplies, and transportation as needed.

141. Basic rehabilitation of MOE and PEOs is essential to enable the MOE to function effectively. This includes rehabilitation of office spaces, utilities (water and electricity), communication and transportation equipment, office furniture and furnishings, and supplies. Computers and training should be provided where possible.

142. Detailed sector assessment should be completed and a strategic planning process put in place. The challenge of rebuilding the education sector is too complex to be addressed adequately in such a short time. The development of a full sector plan will involve multiple processes: gathering quality information about the school system through EMIS; building a better understanding of educational needs and opportunities through a community Educational Resource Survey; facilitated planning and subsector workshops with center and provincial participation to review options and develop proposals; visits to comparable education systems to assess the applicability of different approaches; TA in specific areas; and development of detailed subsector strategies, plans, budgets, and implementation schedules that will form the basis for the major educational development investments in Afghanistan. This will be completed in a structured process under the leadership of a Steering Committee of MOE and MOHE. Each subsector team will be co-led by an MOE official and a consultant provided by a donor or NGO.

143. The second phase of assistance will start after the sector and subsector planning is completed. Based on these detailed subsector program strategies and development plans, the Government and donor community will decide on priorities and implement projects. Among the components of Phase II high impact projects may be curriculum and textbook development, teacher education and training, assessment, construction,

improving the quality of education, secondary school expansion, vocational and technical education, nonformal education, school management, system governance and institutional strengthening at provincial, district, and/or central levels, development of management systems (information, financial, budgeting, human resource, evaluation, etc.), and tertiary education development. While some investments and capacity building will have already been initiated in some of these areas, the major investments will be built on the strategic development plans developed by the new government.

IV. Work Plan for Sector Planning and Capacity Building

144. Assistance will be extended to the MOE to support its development of a comprehensive sector strategy for all levels of the educational system. This will include an institutional analysis and sector work to gain in-depth knowledge of the sector, its potentials and development requirements, including identification of opportunities for women's leadership roles in education. Support to the MOE and lower levels of the system will be provided for coordination, planning, management, and monitoring of school reconstruction activities. This will be undertaken with involvement of communities and will have a holistic focus, including aspects such as construction of buildings, provision of equipment and materials, deployment of teachers, and financing. These activities will contribute to the formulation of: a policy framework; plan for an institutional structure to support and implement those policies; specific work plans to implement each element of the system at the central, provincial, and school levels (curricular revision, professional development, administration and financial management, school management, guidelines for community participation, information and monitoring systems); and a financing plan. The implementation of the work plan will be supported through the QIPs presented in the Appendix 3.

The projected schedule is as follows:

	2002							
Activities	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Establish steering committees	■	■	■					
Workshops/civil society consultations		■	■	■				
Field visits		■	■	■				
Analysis, options, planning			■	■	■			
- Policy framework			■	■	■			
- Plan for institutional structure			■	■	■			
- Curricular revision			■	■	■			
- Professional development			■	■	■			
- Administration & financial mgmt			■	■	■			
- School mgmt			■	■	■			
- Community participation			■	■	■			
- Information systems			■	■	■			
- Work plans for implementation			■	■	■			
- Financing plan			■	■	■			
Report presentation						■	■	
Report revision								■

V. Investment Plan

145. Investments in the restoration of the education system are likely to account for a large proportion of the Government's budget in the next few years. The investments must be made efficiently and effectively on the basis of sound interim policies and strategies. The following discussion on investment in education addresses two elements: recurrent costs and QIPs. As the key variables determining recurrent costs—number of employees and planned salary levels—are both undetermined, a firm number cannot be identified. Therefore, the analysis describes the current estimate of recurrent costs and scenarios demonstrating how changes will affect the cost structure. For the proposed QIPs listed, donor commitments are identified whenever possible. These tables are unavoidably incomplete, as not all commitments are known and some donors have still not finalized plans.

A. *Recurrent Costs*

146. Recurrent costs will be the largest single expense of the education sector, exceeding development and capital expenses by a considerable margin in any given year. As is the case in many developing countries, the MOE is the largest civil service employer, so changes in employment or salary levels in education significantly affect the level of government spending. A budget planning exercise is currently underway by the civil service commission to estimate a sustainable recurrent budget level for Afghanistan. The two major elements affecting the budget are salaries and the number of employees, both of which are in flux.

147. **Remuneration.** The present system is a remnant of a prior salary structure in which salary was supplemented by non-salary remuneration, such as allowances for food, transportation and other costs. Originally, salary represented the largest part of remuneration, but over the years, it has shrunk to a small fraction of the total. Current teacher salaries, which have not been paid for over six months, are set on average at about 1.4 million *afghanis* per month (approximately $41), of which 1.318 million *afghanis* are for food and other allowances and about 0.075 million ($2.20) is salary. Professional personnel currently receive about 1.5 million *afghanis* per month ($44.67) while service workers receive about 1.36 million *afghanis* per month ($40).[3]

148. Current civil service salary levels are widely recognized as being inadequate, and well below a living wage. The budget planning scenario is estimating revised remuneration levels as shown below:

Average Monthly Remuneration Scale[a]
US$1=Afghanis 34,000

	Current	Proposed
Professional	$44.7	$160
Teachers	$41	$80
Service	$40	$40

[a] Source: Pay and Employment model, as of 7 February 2002.

[3] Source: Pay and Employment model, as of 7 February 2002.

149. As was noted above, the best estimate of the current MOE staffing level is 66,000, while the MOE staffing chart from 1996 indicates approved staffing levels of 75,464. This range of estimates comprises about 33 to 37% of the estimated number of all civil service employees in fiscal year 2003 (FY 2003).[4]

150. Specific data on staffing and remuneration levels in higher education are not available. As is the case in the MOE, it is assumed that MOHE will employ personnel at the 1996 staffing levels (pre-Taliban). In 1990, UNESCO counted about 1,300 teaching personnel. Assuming that this teaching force grew at about 5% per year, there would have been about 1,500 teachers in 1995. It is further assumed that one-third are paid at the teacher level while the rest are paid at the professional level, and that the full-time teaching force is complemented by 500 more part-time instructors. A different scenario for planning envisions 5,100 total personnel distributed in the same proportion across the personnel grades. Thus, for estimating MOHE's recurrent costs, the distribution of personnel is as shown below:

Distribution of Education Staff Across Personnel Grades

Personnel Grade	MOE		MOHE	
	Base Level (66,000 staff)	Expanded Level (75,464 staff)	Base Level (2,500 staff)	Expanded Level (5,100 staff)
Professionals	11,130	7,764	1,000	2,000
Teachers	39,629	51,445	1,000	2,000
Service/Manual	15,241	16,255	500	1,100

Recurrent Budget Scenarios

151. The following table demonstrates the impact of different budgeting and staffing assumptions on the recurrent cost structure. The costs include salary and estimated operations and maintenance (O&M) costs of 15% of salary. Teacher salary in Scenario 2 will pay a living wage (see Appendix 1 for the pay scale). As the table illustrates, the impact of increased staffing and salary increases is substantial, increasing annual costs for the MOE from $38 million to $83 million, and the costs for higher education from $1.5 million to $7.2 million. At the higher staffing and salary levels, the annual recurrent costs of education would be about $90 million in total.

Impact of Increased Staffing and Salary Levels ($)

Salary Level ($'000)	MOE Staffing Level		MOHE Staffing Level	
	Base	Expanded	Base	Expanded
Scenario 1				
Current salary levels	37,695	42,866	1,458	2,971
Scenario 2				
Proposed salary levels (in year 2)	76,796	82,979	3,590	7,235

152. At the base staffing and salary levels, the education sector represents approximately 23% of the estimated government personal services costs in the

[4] 200,000 civil servants according to the Afghanistan Recurrent Budget estimate, February 2002.

operating budget. At the higher staffing and salary levels, education represents up to 44% of total estimated government personal services expenditures.

153. Education expenditures are normally measured in two ways—as a share of total central government expenditures (not only wages), and as a share of gross national product (GNP). The proportion of education in total government expenditures varies widely among countries—from a low of around 5% in South Asia to a high of close to 20% in East Asia and the Pacific. No historical data is available about the relative proportion of education in the national budget in Afghanistan. Clearly, Afghanistan will have to devote a substantial portion of its budget to education to make up for the deficit of past years.

154. Education expenditures as a percentage of GNP vary widely among countries, from a low of under 2% to as much as 5 or 6%. The most recent data from Afghanistan, dating from 1981, indicated a very low investment in education of 1.8% of gross national income[5]—well below the already poor regional average in South Asia of 3.1%.[6] It is reasonable to assume that education will be an important priority for Afghanistan and, as such, will merit an investment of at least 3% of GNP. However, it is difficult to project a reasonable level of GNP for Afghanistan, where virtually all productive assets have been damaged. Some proportional estimates can be made. The last reasonably reliable estimate of gross domestic product (GDP) in Afghanistan was $3.7 billion in 1979, when the population was estimated at 15 million. Recurrent expenditures of $90 million in education would represent 3% of a projected GDP of $2.9 billion for 23 million people, or less than half of the equivalent per capita income of 1979, when Afghanistan was one of the poorest countries in the world.

155. Based on these comparisons, it is clear that the projected levels of expenditure are reasonable in relation to the projected economy, and, by these standards, could be substantially increased. A recovered Afghan economy operating at even the low per capita economic level of 1979 would have a GNP of almost $6 billion, which could justify education expenditures of over $180 million. However, such normal standards may not apply in Afghanistan, which will be dependent on donor support even for core recurrent costs for the next several years. Therefore, the functional limit on investment in education and the potential for expansion of the system depends on donor contributions and the proportion of such contributions available for education.

B. Quick Impact Project Proposals

Strategy and Priorities

156. The overall strategy proposed by the Government and MOE, and endorsed by the Mission, is to expand access to educational services to a broad swath of Afghan society—children, youths, and adults—as rapidly as possible through multiple delivery mechanisms. The essential process of long-term planning and improvement of educational quality will be implemented in a parallel time frame. The guiding principles for the initial investments are stated in the first section of this report, including the recommended priorities for the next two years.

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[5] World Bank Development Indicators, 2001

[6] These percentages are normally all national expenditures and include both capital and recurrent costs, but not support from international aid.

157. The CNA mission identified specific activities as priority investments (see Appendix 2). Programs that have been identified for funding, or have already been funded, by one or more of the donors represented in the group, are identified. It should be emphasized that this does not capture all donor support as many agencies are currently in the process of defining their programmatic areas, and developing a strategy for moving from emergency to reconstruction assistance. The proposals are generally organized by subsector for activities that support direct service delivery. Capacity building is classified separately, although the bulk of institution building activities support primary and secondary education.

158. Appendix 2, Table 1 shows a summary of the quick-impact project (QIP) proposals and the identified funding associated with that objective. Narrative descriptions of QIPs (project profiles) are included in Appendix 3. This table identifies just over $148 million in priority programs, over and above recurrent costs that must be the first priority. As the table shows, the proposed projects are heavily oriented toward basic education – and even more so if the bulk of the institution building programs are counted as supporting primary and secondary. Tertiary education also requires a significant level of investment. The proposed funding indicates that the vocational/adult/youth sector have need of more sources of funds to be identified.

C. *Financial Tables*

159. The financial tables are included in Appendix 2, Tables 2 and 3. These tables do not attempt to estimate the total costs of reconstruction of the sector. Instead, these financial projections illustrate the identified priority projects, designated quick high impact projects that are recommended. Appendix 2 includes also information on donor allocations (as Table 4).

number attend regular schools in Iran, madrassas, home schools, and other alternative venues.

9. For the 2002 school year, beginning in March 2002, the United Nations Children's Fund (UNICEF)-supported Back-to-School campaign will distribute an estimated 4,500 school kits, 21,000 teacher kits, and 1.5 million student packets for primary schools. Approximately 100,000 copies of primary and secondary school textbooks for all subjects are being provided by USAID. (The exact numbers of schools, teachers, and students will not be known for several months after classes start.) Even with this substantial donor assistance, the existing supply of educational space and resources is only adequate to serve the needs of perhaps a quarter of school age children.

The Demand for Education

10. Despite the education system having been destroyed, demand for education is surging. For example, an estimate of primary school-age children is 4.5 million; however, it is difficult to estimate the primary, school-age population accurately in the present situation. The high unmet demand for education after the Taliban rule is seen in the throngs of parents and children seeking to register for school, sometimes at schools that are little more than rubble. The girls' schools that opened for informal winter sessions in all parts of the country after the defeat of the Taliban are overflowing, even in heavily traditional Pushtun areas like Griskh in Helmand Province, where 500 girls showed up the first day. At Kabul University, over 18,000 students took the admissions exam in the beginning of 2002.

11. Complicating the estimation of the school-age population is the difficulty of determining the exact geographical location of the demand. The geographical location of school-age populations is in flux, with an estimated 3.5 million refugees in Iran and Pakistan and over one million internally displaced persons within Afghanistan. It is difficult to predict how many refugees and internally displaced persons will return, and whether they will return to their place of origin. UNHCR estimates that 1.2 million people will return each year for the next two years, some to their original homes, but many will move to the cities. Some of these children have attended schools run by NGOs, some have attended government schools in Iran, and some have had no schooling. Returning families whose children have started education will want them to continue, and many others will want a fresh opportunity for their children. However, as the numbers and destinations of the migrant populations are hard to predict, the actual numbers of students registering over the next two years in any given locality can easily vary by tens of thousands.

12. While the challenge of meeting the demand by traditional school-age students is huge, these children represent only a part of the complex educational equation. The lack of opportunities for education and the disruption caused by war, migration, and economic hardship has created an entire generation with limited or disrupted education. The last grouping of students who graduated from high school in a year without war and civil strife are now over forty years old. The number of children, youths, and young adults whose education was disrupted, or never begun, since 1990 can be conservatively estimated at eight to nine million. While the majority have had little or no education, perhaps two million have started, but have not completed, primary school and secondary school. Some of them need and want to complete their primary schooling, while others

VI. Interim Donor Coordination Mechanism

160. The AACA emphasizes the importance of ensuring Afghan leadership in education sector development, facilitated by effective donor coordination. The Mission agrees that the AACA should continue to play the key role in donor coordination as the first point of contact for all external partners.

161. The CNA Mission clearly saw the need for greatly strengthened capacity for donor coordination in the education sector. The Mission recommends the establishment of coordination units in the MOE and MOHE to provide an effective mechanism for improving the collaboration and coordination of donors across activities and regions to avoid duplication of effort and the proliferation of alternative philosophies. This unit would have several purposes: (i) to reduce the burden of multiple and overlapping visits to Ministry officials by directly providing information; (ii) to facilitate setting up meetings; (iii) to identify and effectively communicate common donor issues and concerns related to Ministry policies and arrange for Ministry mechanisms to address such concerns; (iv) to encourage alignment of donor activities with Ministry policies; and (v) to establish common monitoring, reporting, procurement, disbursement, accounting, and implementation procedures to the extent possible.

162. The CNA Mission also recommends the establishment of an NGO coordination unit in the MOE. The functions of this unit would be similar to that for donor coordination, but would also be tasked with developing both immediate operational mechanisms to make NGO activities an extension of MOE programs, and a long-term policy, strategy, and regulatory framework to bring NGO activities more fully under the umbrella of the Ministry.

MOE Total Recurrent Costs
US$1=Afs34,000

Scenario	Year 1 Annual	Year 1 Monthly	Year 2 Annual	Year 2 Monthly
Remuneration constant over 2 years for staff of 66,000	**$ 37,695,652**	**$ 3,141,304**	**$ 37,695,652**	**$ 3,141,304**
Remuneration constant over 2-years for staff of 75,464	$ 42,866,071	$ 3,572,173	$ 42,866,071	$ 3,572,173
Increase Year 2 salary for staff of 66,000	$ 37,695,652	$ 3,141,304	$ 76,796,861	$ 6,399,738
Increase Year 2 salary for staff of 75,464	$ 42,866,071	$ 3,572,173	$ 82,979,042	$ 6,914,920

MOE Wage Bill
US$1=Afs34,000

Scenario	Year 1 Annual	Year 1 Monthly	Year 2 Annual	Year 2 Monthly
Remuneration constant over 2 years for staff of 66,000	**$ 32,778,828**	**$ 2,731,569**	**$ 32,778,828**	**$ 2,731,569**
Remuneration constant over 2-years for staff of 75,464	$ 37,274,844	$ 3,106,237	$ 37,274,844	$ 3,106,237
Increase Year 2 salary for staff of 66,000	$ 32,778,828	$ 2,731,569	$ 66,779,879	$ 5,564,990
Increase Year 2 salary for staff of 75,464	$ 37,274,844	$ 3,106,237	$ 72,155,689	$ 6,012,974

Assumptions

1. Remuneration constant over 2 years

	Total Remuneration/Year Year 1	Year 2
Professional	$ 536	$ 536
Teachers	$ 492	$ 492
Manual	$ 480	$ 480

2. Remuneration increase in Year 2

	Total Remuneration/Year Year 1	Year 2
Professional	$ 536	$ 1,921
Teachers	$ 492	$ 961
Manual	$ 480	$ 480

3. Distribution of personnel when staff level = 66,000

No. of Professionals	11,130
No. of Teachers	39,629
No. of Manual	15,241
Total Personnel	66,000

4. Distribution of personnel when staff level = 75,464

No. of Professionals	7,764
No. of Teachers	51,445
No. of Manual	16,255
Total Personnel	75,464

5. Operations and maintenance = 15% of wage bill

MOHE Annual Recurrent Costs

US$1=Afs34,000

Scenario	Year 1 Annual	Year 1 Monthly	Year 2 Annual	Year 2 Monthly
Remuneration constant over 2 years for staff of 2,500	**$ 1,458,200**	**$ 121,517**	**$ 1,458,200**	**$ 121,517**
Remuneration constant over 2-years for staff of 5,100	$ 2,971,600	$ 247,633	$ 2,971,600	$ 247,633
Increase Year 2 salary for staff of 2,500	$ 1,458,200	$ 121,517	$ 3,590,300	$ 299,192
Increase Year 2 salary for staff of 5,100	$ 2,971,600	$ 247,633	$ 7,235,800	$ 602,983

MOHE Annual Wage Bill

US$1=Afs34,000

Scenario	Year 1 Annual	Year 1 Monthly	Year 2 Annual	Year 2 Monthly
Remuneration constant over 2 years for staff of 2,500	**$ 1,268,000**	**$ 105,667**	**$ 1,268,000**	**$ 105,667**
Remuneration constant over 2-years for staff of 5,100	$ 2,584,000	$ 215,333	$ 2,584,000	$ 215,333
Increase Year 2 salary for staff of 2,500	$ 1,268,000	$ 105,667	$ 3,122,000	$ 260,167
Increase Year 2 salary for staff of 5,100	$ 2,584,000	$ 215,333	$ 6,292,000	$ 524,333

Assumptions

1. Remuneration constant over 2 years

	Total Remuneration/Year Year 1	Year 2
Professional	$ 536	$ 536
Teachers	$ 492	$ 492
Manual	$ 480	$ 480

2. Remuneration increase in Year 2

	Total Remuneration/Year Year 1	Year 2
Professional	$ 536	$ 1,921
Teachers	$ 492	$ 961
Manual	$ 480	$ 480

3. Staff level at 2,500

No. of Professionals	1,000
No. of Teachers	1,000
No. of Manual	500
Total Personnel	2,500

4. Staff level at 5,100

No. of Professionals	2,000
No. of Teachers	2,000
No. of Manual	1,100
Total Personnel	5,100

5. Operations and maintenance = 15% of wage bill

Table 1. Distribution of Proposals and Identified Funds

Project Priorities	Estimated Investment Required		Funding Levels and Identified Funds	
	$	%	$	%
Early Childhood Development				
Play kits	5,000	3%		
Child devt communication	2,000	1%		
Mother & young child centers	300	0%		
Subtotal	**7,300**	**5%**	**500**	**7%**
Primary & Secondary				
Education sector support	47,500		24,000	51%
- Back-to-school	17,100	12%		
- Teacher Support	1,600	1%		
- Support to secondary education	12,500	8%		
- Temporary learning spaces	10,300	7%		
- System and institutional devt	6,000	4%		
Community-based basic education rehabilitation	20,000	14%	12,000	60%
Quality in-service teacher training	7,000	5%	-	0%
Second chance education (incl. Girls)	5,000	3%	4,300	86%
Curriculum & materials development	1,000	1%		0%
Advocacy, social mobilization	1,000	1%	-	0%
Subtotal	**81,500**	**55%**	**40,300**	**82%**
Tertiary				
Rehabilitation, materials, equipment	8,000	5%	1,300	3%
Teaching/Learning materials	3,000	2%		
Equipment	2,000	1%		
Faculty exchange	5,000	3%		0%
Subtotal	**18,000**	**12%**	**1,300**	**3%**
Vocational/Adult/Youth				
Literacy programs	5,000	3%		0%
Job training and employment for widows and young women head of household	3,500	2%	1,000	29%
Job training and employment for targeted youth, child-soldiers, adult	5,000	3%	-	0%
Nonformal education for girls and women	5,000	3%	1,600	32%
Subtotal	**18,500**	**12%**	**2,600**	**5%**
Institutional Capacity Building				
MOE capacity building	13,200	9%		0%
Institutional dtrengthening & sector plan	2,000	1%	2,000	100%
TA for school reconstruction	1,200	1%	1,200	100%
Education resource survey	250	0%		0%
MOE ECD capacity building	500	0.3%	500	100%
MOHE capacity building	850	1%	850	100%
TVET/Skills training capacity building	4,800	3%		0%
Subtotal	**22,800**	**15%**	**4,550**	**9%**
Total	**148,100**	**100%**	**49,250**	**100%**

Table 2. Program of Capital Investments and Technical Assistance (US$000)

Description	Estimated Expenditures		Capital and TA Expenditures by FY*					Implementing Agencies (including TA)	Name of Donors and Indicative Source of Funds (Grant or Loan)
	Total Capital	Total (Capital + Recurrent)**	March 02-03 (FY1381)	March 03-04 (FY1382)	March 04-05 (FY1383)	March 05-06 (FY1384)	March 06-07 (FY1385)		
1. ECD and Primary/Secondary Projects									
ECD programs	7,300	7,300	2,300	5,000				MOE/MOWA/NGO	
Education sector support	47,500	47,500	24,000	23,500				MOE/NGO	UNICEF funders
School rehabilitation/reconstruction	20,000	20,000	7,000	10,000	3,000			MOE/ NGO	ADB, IDB others
In-service teacher training	7,000	7,000	3,000	4,000				MOE/ NGO	
Second chance education	5,000	5,000	2,000	3,000					
Curriculum & materials development	4,000	4,000	1,500	2,500				MOE Literacy NGO	
Advocacy and girls education	5,300	5,300	400	600				MOE / NGO	
Subtotal	**93,100**	**93,100**	**40,200**	**48,600**	**3,000**	**-**	**-**		
2. Tertiary and Vocational-Technical Projects									
University rehabilitation and supplies	11,500	11,500	2,500	6,000	3,000			MoHE	World Bank
Faculty exchange w/US universities	na	na						MoHE	
Literacy and job related training - Youth	5,000	5,000	2,000	3,000				MOE	
Job training and employment - Widows and HOH	8,500	8,500	4,000	4,500					
Women and girls' non formal education	4,000	4,000	2,000	2,000					
Subtotal	**29,000**	**29,000**	**10,500**	**15,500**	**3,000**	**-**	**-**		
3) Technical Assistance and Capacity Building									
Sector planning (primary, secondary, vo-tech)	13,200	13,200	5,500	9,400				MOE	World Bank
Sector planning (higher education)	850	850	300	550				MOHE	ADB
Technical assistance and planning (reconstruction)	1,150	1,150	450	700				MOE/ NGO	World Bank
Sub sector program implementation, TA	10,000	10,000	250	3,000	3,000	3,750		?	?
Subtotal	**25,200**	**25,200**	**6,500**	**13,650**	**3,000**	**3,750**	**-**		
TOTAL	**147,300**	**147,300**	**57,200**	**77,750**	**9,000**	**3,750**	**-**		
Cumulative Subtotal	**147,300**	**147,300**	**57,200**	**134,950**	**143,950**	**147,700**	**147,700**		

Table 3. Recurrent Costs by Line Item (US$000)

Description	Total Recurrent**	Monthly Recurrent Costs	March 02-03 (FY1381)	March 03-04 (FY1382)	March 04-05 (FY1383)	March 05-06 (FY1384)	March 06-07 (FY1385)
1) Ministry of Education							
Salaries	32,778	2,732	32,778	66,779			
Non-salary activities	4,916	410	4,916	10,017			
Subtotal	**37,694**	**3,141**	**37,694**	**76,796**	**-**	**-**	**-**
2) Ministry of Higher Education							
Salaries	1,268	106	1,268	3,122			
Non-salary activities	190	16	190	468			
Subtotal	**1,458**	**122**	**1,458**	**3,590**	**-**	**-**	**-**
TOTAL	**39,152**	**3,263**	**39,152**	**80,386**	**-**	**-**	**-**
Cumulative Subtotal	**39,152**	**3,263**	**39,152**	**119,538**	**119,538**	**119,538**	**119,538**

*Note that the Afghan FY begins on March 21. This is also the start of the Afghan New Year. Fiscal years are denoted according to the Afghan Calendar.

**Recurrent costs reflect initial estimates of staffing and salary levels. Salary increases assumed to start in 2003.

Table 4. Quick Impact Education Sector Initiatives and 2-Year Indicative Sources of Funding

Description of Initiative	Estimated Cost	Total Indicative Funding	*ADB* School reconstruction, higher education capacity building	*France* Reconstruct Istaklal and Malalai ($ estimate)	*Germany* Reconstruct Amania ($ estimate)	*GTZ* Rehabilitation, teacher training, textbook development	*IsDB* School reconstruction	*ISAF* Reconstruction of Kabul Teacher Training College ($ estimate)	*JICA* Reconstruct 6 schools ($ estimate)	*UNICEF, DFID, Germany* Provision of learning, teacher and school materials (ongoing)	*USAID* UNO textbook distribution	*World Bank* MoE capacity building, higher education revitalization, basic literacy for young women, ECD	*WFP* Food-for-work program for 600 schools
Early Childhood Development													
Early childhood kits	5,000	(b)										(b)	
Early childhood communication	2,000	(b)										(b)	
Pilot maternal and child centers	300	(b)										(b)	
Subtotal	**7,300**	500										500	
Primary & Secondary						1,800							
Education sector support	47,500	28,500								24,000	4,500		
School rehabilitation/reconstruction	20,000	13,950	8,000	500	250	(d)	4,000	200	1,000				(a)
Quality in-service teacher training	7,000					(d)							
Second chance education	5,000	4,300										4,300	
Curriculum & materials development	1,000												
Advocacy, social mobilization	1,000												
Subtotal	**81,500**	46,750											
Tertiary													
Rehabilitation, materials	8,000	1,300										1,300	
Teaching/Learning materials	3,000	(c)										(c)	
Equipment	2,000	(c)										(c)	
Faculty exchange/technical assistance	5,000												
Subtotal	**18,000**	1,300											
Vocational/Adult/Youth													
Literacy programs	5,000												
Job training and employment for widows and young women head of household	3,500	1,000										1,000	
Job training and employment for targeted youth, child-soldiers, adult	5,000	-											
Women and girls nonformal education	5,000	1,600										1,600	
Subtotal	**18,500**	2,600											
Institutional Capacity Building													
MOE capacity building	13,200												
Institutional strengthening	2,000	2,000										2,000	
TA for school rehabilitation/reconstruction	1,150	1,150	1,150										
Education resource survey	250												
MOE ECD capacity building	500	500										500	
MOHE capacity building	850	850	850										
TVET/Skills training capacity building	4,800												
Subtotal	**22,750**	4,500											

Notes:
(a) WFP's contribution is not costed in school reconstruction and rehabilitation
(b) This component may be included in the NFE/ECD program
(c) This component may be part of the WB tertiary education funding
(d) This is a component of GTZ's $1.8 million support

Project Profiles
EARLY CHILDHOOD DEVELOPMENT

1. Young Child Play Kits
2. Child Development Communication Strategy
3. Mother and Young Child Learning Centers

Project 1. **Young Child Play Kits**

Rationale. This strategy is an attempt to respond quickly to one of the immediate needs of young Afghan children growing up under difficult times. By supplying a set of developmentally appropriate play materials; this minimal intervention effort hopes to address the child's innate capacity to learn through the creative exploration of stimulating play materials.

Objective. A culturally relevant set of play and learning materials for children between 1 and 6 years of age will be developed. In addition parents and other caregivers will be shown how the materials can be used to stimulate their children's motor, language, thinking and creativity. Although it is a positive preventive intervention designed to reach as many young children as possible, several high-risk target populations will be identified. The kits can be used to enhance the treatment of children suffering from malnutrition. Research has shown that weight gain is increased when children suffering from malnutrition are provided with appropriate social and psychological interactions in addition to food. Disabled, hospitalized, and children living in refugee and IDP camps will also be identified as a high priority recipients of these kits.

Scope. One million kits will be developed. The number of Afghan children in this age group is estimated at 2.5 million.

Budget Estimate. $5 million

Implementing Agency. Ministry of Public Health, Ministry of Education (MOE)

Implementation Plan. The kits will be distributed through several distribution channels including feeding centers, United Nations High Commission for Refugees, and maternal and child clinics. The Back-to-School logistical network, might also be utilized to reach the younger siblings of primary school children. A simple parent orientation session will also be designed.

Timetable. The play kits will be designed and developed in the first three months of Year I. Production will begin as soon as possible followed by a rapid distribution system utilizing existing channels.

Project 2. Child Development Communication Strategy

Rationale. Supporting parents and caregivers through a radio-based program is a strategy that provides families with young children information and skills needed to promote healthy development and school readiness. Messages will be reinforced through a variety of print materials. One of the advantages of this approach is its potential to reach large numbers of parents with the knowledge and skills needed to provide enhanced, home-learning environments. Radio reaches approximately 60% of Afghan households.

Objective. The overall objective of this initiative is to enhance early child development by supporting parents in their role as primary caregivers. The specific objective is to design a series of radio spot and supportive print materials, e.g. posters, banners, leaflets, that provide parents with the essential knowledge strategies and resources for enhancing children's growth and development during the first six years of life.

Scope. Using a positive and interactive style, information regarding aspects of children's social, emotional, language, motor, and cognitive development will be integrated with essential health and nutritional information. Based on formative research techniques, information specifically designed to address pressing concerns of Afghan parents will be incorporated. In addition to the parent materials, a series of radio programs designed to foster and stimulate young children's creativity, social, emotional and language skills is also proposed. Technical assistance will be provided by BBC that will build on the success of the existing radio program "New Life, New Home." A community facilitators' package will be designed in order to encourage group listening and discussion.

Budget Estimate. $2 million

Implementing Agency. Given the interdisciplinary nature of the information contained in the campaign, several agencies will work in collaboration with Radio Kabul, including the MOE and the Ministry of Public Health. A collaborative interdisciplinary working group can be established to ensure that the content blends what is known about environments that enhance optimal child development with traditional childrearing practices in a manner that resonates with the family and community.

Implementation Plan. In addition to the radio programs, printed materials will be distributed through programs with direct access to families with young children, including maternal and child health clinics, nutrition and feeding programs, and community service agencies.

Timetable. An initial two-year funding cycle is proposed. Year I will include the design and development of print and radio programs. Implementation will begin in Year II, the development of additional print and radio material for and about children will continue in Year II.

Project 3. Mother and Young Child Learning Centers

Rationale. It is increasingly recognized that the early years in a child's life are critical for future emotional, social, and intellectual development. Interventions during this period offer an extraordinary opportunity to prevent or moderate learning problems and bring lasting benefits to the individual, families and society. In the past five years, girls' education has been interrupted; many have become mothers; some have been allowed to learn but only in highly restricted environments. Other young women have missed the opportunity to learn and do not want and should not have to learn in classes with younger children. Most will have other responsibilities that will prevent them from attending classes full time. Increasing girls' participation in school is one of the goals strongly endorsed by the new administration. Both the Deputy Director of Education and the Minster of Woman's Affairs have identified the educational needs of these young women as a high priority.

Objective. Given the intersecting education needs of young woman aged 13-24 and their young children, a nationwide strategy of maternal and young child learning centers is proposed. The objective is to provide young children with stimulating early learning opportunities while enabling their mothers to participate in a carefully designed basic nonformal education and life skills program.

Scope. The long-term goal is to develop a system of maternal and early child learning centers as needed throughout Afghanistan. The quality of basic education provided in the centers will be ensured by a set of learning standards that must be met to obtain formal academic credit. Specific learning materials can be developed which address childcare and development issues as well as other relevant and practical life skills. With set lesson plans, teachers and facilitators with modest qualifications can easily use the competency based learning materials. Linkages with community health services would be established in order to ensure children's physical growth and nutrition.

Budget Estimate. $15 million over a five-year period. The first two years of planning and piloting will cost $0.3 million. A detailed project proposal will need to be developed following an initial needs assessment.

Implementing Agency. MOE in collaboration with the Ministry of Woman's Affairs. It is proposed that MOE be responsible for overall policy development, planning and management. A unit within Kabul University could be developed to establish an overall system of pre- and in-service training through a network of regional and provincial training centers. The Ministry of Women's Affairs as well as interested nongovernment organizations (NGOs) could establish and implement programs in accordance with the training and standards set by the MOE.

Implementation Plan. After a two-year assessment and planning phase, the proposed imitative will be implemented over a five-year period. The first year will consist of three major planning/preparation activities, including an international early childhood development (ECD) workshop, needs assessment, and development of vision/policy in support of young Afghan children and their families. In the second year, efforts will focus on the development of young child learning materials as well as a child provider training programs. The basic nonformal competency learning based package for young mothers will also be produced. Two to three model pilot sites will be established in Kabul by the end of year II.

need to complete secondary school to be eligible for jobs. Some may want to enter university or attend vocational training to obtain a job. The oldest of the post-1990 students are now almost 30 years old and the youngest are still children. The number of people in their 30's, whose education was interrupted by the jihad in the 1980's, is comparably large. The range of educational needs of these groups is enormous.

13. Within these groups, there are further subdivisions of children, youths, and adults with special circumstances and needs. Integrating former soldiers into the economy and civilian life through vocational and skills training is a high priority for stabilizing the nation and sustaining peace. Demobilized child soldiers and youths are particularly difficult to reintegrate into the formal schooling system. But without educational and job-training programs and employment opportunities, former combatants are highly likely to return to warlord armies—or turn to banditry. The potential numbers of this group is unknown, but an estimate of 25,000 to 30,000 ex-child soldiers in Kandahar alone gives an indication of the potential scale of the problem. Other hard-to-reach groups include war widows, orphans, women and girls, children with disabilities (some caused by the war), street children, nomadic groups, and many others, with the total number of affected people in the millions. All of these groups require educational services tailored to their particular needs.

14. The challenge of expanding the education system to meet the needs of the diverse unserved population is highly complex. In order to meet the education needs of the population, Afghans must greatly expand the education infrastructure and seek innovative and cost-effective mechanisms for delivering a broad spectrum of formal and informal education services. In order to achieve an 85% net enrollment rate in primary education within 10 years, using a very conservative estimate of a constant, primary school-age population of 4.5 million children, an additional 43,500 teachers will be needed and an additional 13,851 schools will need to be constructed (assuming six classrooms in each school). On an annual basis, this means recruitment and training of 4,350 new teachers each year and construction of 1,385 new schools. If a traditional structure were to be used to meet the education needs of the "lost generation" of Afghans aged 12-30 whose education was interrupted or never started, an additional 40,000 teachers might be needed. This scale of educational infrastructure is comparable to what is found in countries of similar population, but is far beyond anything achieved, or attempted, in the history of Afghanistan.

15. The recurrent costs implied in such an expansion are large by any measure, and particularly so relative to the revenue potential of a devastated economy. The budgetary impact will be even greater if teacher salaries are increased to a living wage, which ultimately they must be if the system is to work. The civil-service wage levels under consideration would put the total education recurrent budget at $80 million per year for existing staff levels without allowing for the kind of expansion that will be necessary if the system is to achieve reasonable coverage. It is difficult to imagine an economy that will support such expenditures in the foreseeable future. New approaches to education must be found – both for the immediate needs and for the future.

Strategy and Priorities

16. The strategic and efficient use of scarce financial resources, including donor assistance, will be critical to meeting the demands and challenges of the education sector. With the system almost completely destroyed, virtually all investments merit high

Project Profiles
BASIC EDUCATION

1. Education Sector Support Program (including Back-to-School Campaign)
2. Community-Based Basic Education Rehabilitation
3. Quality In-Service Primary Teacher Training
4. Second Chance Education (Girls, Special Groups)
5. Primary Curriculum and Learning Materials Development

Project 1. **Education Sector Support Program (including Back-to-School Campaign Years 1 and 2)**

Background and Rationale. Even before the war educational activities were limited in Afghanistan, concentrated mainly in the urban areas, with few children enrolled in rural areas. Over two decades of war has resulted in the destruction of most of the limited infrastructure and the loss of many qualified educators. The primary gross enrolment ratio in 1999 was 38% for boys and 3% for girls out of an estimated primary school age population of 4.4 million. Participation at secondary and tertiary levels was even lower. The quality of learning materials, limited teacher capacity, poor physical facilities and restrictions on girls' enrolment has contributed to the low access to, and poor quality of, education.

For 2002, the challenges are manifold. Assistance needs to be expanded and geared to support schooling opportunities for children at different levels and for large numbers of children, including those in the formal system. Demand for education is very high. United Nations Children Fund (UNICEF) is supporting MOE in this immediate back-to-school initiative for the new school year (from 23rd March) with materials support for teachers and students, teacher training and basic upgrading of educational facilities as well as immediate support to MOE for system and institutional development.

Objectives. The overall objectives of the project are (i) to strengthen the capacity of the MOE of the Interim Administration for providing quality primary and secondary education to Afghan children, and (ii) to support the MOE to implement a large back-to-school campaign aimed at increasing access and improving the quality of primary and secondary education for all Afghan school children, with a focus on girls and female teachers, from the beginning of the new school year (23 March 2002).

Scope. The project is nationwide, implemented through the existing channels of the MOE, provincial education departments and NGOs with technical and logistical support from UNICEF.

Components and Key Activities

1. **Back-to-School Campaign.** This component includes the procurement, packaging and distribution of essential education supplies and competency-based learning materials for 2.7 million primary students, teachers and schools, including on a needs-basis blackboards and floor mats. The distribution of the materials and UNO textbooks will be undertaken in a phased, demand-led manner. Learning materials will also be provided for the next school year. Multi-media information, advocacy and awareness campaign on MOE's back-to-school program will be developed in collaboration with local and international radio, local TV, community and religious leaders, UN and NGOs. An information campaign, focused on girls, will be launched and implemented, led by the Minister of Education.

2. **Teacher Support.** This component will develop and implement a rapid multi-media teacher orientation program in the use of competency-based materials and kits for teachers and education personnel. A phased program of training of trainers and teacher orientation workshops will be implemented throughout 2002. Technical assistance will be provided to MOE to develop and disseminate temporary teacher

selection criteria, and to develop and implement a competency-based teacher selection test.

3. **Support to Secondary Education.** This component will procure and package kits of essential education supplies and learning materials for an estimated 400,000 secondary students, teachers and schools. A package of appropriate furnishing for secondary schools and equipment will be developed in collaboration with MOE and other appropriate technical partners such as United Nations Educational, Scientific and Cultural Organization (UNESCO) that will be procured and provided to secondary schools.

4. **Safe Learning Spaces.** Small-scale rehabilitation will be undertaken in selected urban and rural schools, with a majority of girls' schools, in partnership with community-based organizations. Temporary shelter materials to schools will be provided, in particular to community-initiated schools for girls. Technical support will be given to MOE to develop guidelines for the development of safe and child/girl friendly learning spaces and standards for school construction in collaboration with key partners involved (UNESCO, other UN agencies, NGOs).

5. **System and Institutional Development.** MOE, PEOs and District Education Offices (DEOs) will be provided with basic furnishings, equipment and supplies. Assistance will be extended to MOE in bringing in Afghan expertise through a program of secondments of Afghan educators for other organizations, in collaboration with UNESCO and NGOs. Technical assistance will be provided to MOE in different aspects of system design and the development of interim guidelines/policy, including support for the finalization of an Afghan EMIS, in collaboration with UNESCO and NGO partners

Teacher support and training will be carried over into the Quick Impact Project (QIP) 3 (Quality In-Service Primary Teacher Training) under Direct Support to Basic Education. Technical support to the MOE for school rehabilitation and for system and institutional development, including the development of an EMIS system, is included in QIP 4 (Capacity Building in MOE) under Institutional Strengthening.

Implementing Agency. The project is managed by MOE with technical, administrative and logistical support from UNICEF.

Estimated Budget. The total projected budget is $ 47.5 million. The breakdown is as follows: Back-to-School Campaign, $17.1 million; Teacher Support, $1.6 million; Support to Secondary Education, $12.5 million; Learning Spaces, $10.3 million; and System and Institutional Development, $6 million. Approximately $23 million has been committed and approximately $24 million more is needed. Expenditures started from December 2001.

Proposed Implementation Plan. The Back-to-School Campaign began in late 2001 with activities intensifying for the March 23rd launch. Activities will continue until the beginning of the next academic year in 2003. The support for secondary education is for the year 2002 only. Teacher support and the technical support for school rehabilitation and system and institutional development will merge with the QIPs as described in 5 above.

Project 2. Community-Based Basic Education Rehabilitation

Rationale. Approximately 60% of the schools are considered "shelterless", with classes conducted in borrowed facilities or outside. As many as 80% of the existing school buildings are estimated to be in need of extensive repair. The vast majority of schools are seriously under-resourced in terms of equipment, teaching-learning materials and supplies. Approximately one-third of schools have no identifiable water source, and less than 15% have toilets for children's use. There is a need to provide grant financing to the Government to support school rehabilitation and construction activities to be undertaken by MOE together with provincial and DEOs and communities.

Objective. The objective will be to provide financial support to cost-efficient school rehabilitation and construction activities in the education sector.

Scope. The scope of the project will include:

(i) Funding for rehabilitation and construction of schools for primary and secondary education;
(ii) Funding for procurement and distribution of school furniture for primary and secondary schools which are rehabilitated or constructed under the project;
(iii) Funding for procurement and distribution of necessary equipment (for teaching and administration) for primary and secondary schools which are rehabilitated or constructed under the project; and
(iv) Funding for rehabilitation or construction of housing for teachers, especially in remote areas and in primary and secondary schools which are rehabilitated or constructed under the project.

Budget Estimate. $12 million: $8 million (Asian Development Bank)
$4 million (Islamic Development Bank)

Implementing/Executing Agency. MOE

Proposed Implementation Arrangements. The planning and implementation of the school rehabilitation and construction will be coordinated with the activities of the Ministry of Rural Development as well as Ministry of Public Works. Rehabilitation and construction activities will be contracted by MOE to NGOs and private organizations, and the Ministry will oversee and monitor the activities.

Timetable. The project will commence during the second quarter of 2002, and will be implemented over 18 months period. It will be closely coordinated with the accomplishments of a technical assistance project in this same area.

Project 3. Quality In-Service Primary Teacher Training

Background and Rationale. A rapid expansion in the number of capable teachers is essential if the Afghan education system is to meet the demand for education and training of the existing and returning populations. This is a huge challenge, as even in the pre-war conditions the education system was only serving a small proportion of the population. Many of the newly hired, or rehired, teachers have not been working in their profession for five years or more and need refresher training. An additional estimated 5,000 teachers per year for the next two years will be needed to meet the goal of having 3 million students in school within two years. The most urgent needs are to deploy and support teachers with training and materials in all parts of the country. In addition to simply making the teachers functional, this training should focus on student learning through introduction to effective learning and teaching strategies.

A number of primary schools in Afghanistan are being run and supported through NGOs, most of which have implemented teacher training and many of which have emphasized child-centered, effective learning strategies. Some of these NGOs use alternative delivery systems, such as home-based or community schools. While some NGOs have provided training for MOE teachers in the past few months, issues of coordination and role have arisen, as the MOE Teacher Training department and the teacher training colleges were not involved with the training. The traditional structure for in-service teacher training in the teacher training colleges is not a viable short-term option as most of the teacher training colleges have been destroyed. However, an undetermined number of experienced teacher trainers are still connected to those colleges.

Objective. This project will support the development and immediate implementation of a coordinated, integrated in-service training program for the existing teachers that introduce effective learning and teaching strategies focusing on the quality of student learning. Building on this first phase to meet immediate needs, the project will undertake a longer term (2 years) second phase to develop and implement on an experimental basis an in-service teacher training strategy and model that relates to curriculum reform (which is planned by the MOE) and which will have a measurable impact on children's learning. The focus of the project is to ensure that children learn what they need to learn, the guiding principle being that they learn in a variety of ways.

Scope. The first phase of the project will be nationwide, implemented through the existing channels of teacher training colleges, PEOs and NGOs, utilizing as many alternative means as necessary to provide an estimated 10-day training course for every teacher. The second phase will be experimental, with implementation limited to a few provinces and selected districts and schools. Approximately 5,000 primary school teachers will benefit from the project, with an emphasis on the inclusion of female teachers. The second phase will be expanded into a third phase to implement the new model nationwide (for which additional funding will be needed). In developing the new model, the possibilities of using distance education modes of delivery will be explored. The project will be supported by (and provide complementary support to) the technical assistance provided by other QIPs to the MOE in the areas of institutional strengthening, curriculum development and teacher training.

Components and Key Activities

1. **Program Management.** This component will develop an operational partnership between the MOE and NGOs to provide a common in-service teacher support and training program in all areas. This will include developing a coordination mechanism, staffing and equipping the responsible office in the MOE Teacher Training division and conducting joint programming and implementation in both MOE and NGO schools. The management component will include a monitoring and evaluation procedure which will be used to assess the impact of the training programs and different delivery models. The capacity in the MOE Teacher Training department to coordinate and direct a national in-service teacher training and development program will be strengthened through national and NGO resources, and working through the PEOs. Core teams will be recruited, equipped and trained in each province to implement the 10-day training program and the new training module in the districts where it is implemented.

2. **Development of a Common 10-day Training Module.** The project will develop and test alternative means of delivering teacher training and supporting teacher development. The options may reflect the interests of different PEOs and/or specific organizational strengths of the MOE or NGOs. Options may include: cascade training, cluster school training, school-based training teams (principal, teachers, supervisor), mobile training and support teams, micro-teaching workshops, regional training workshops, peer training/reflection, distance education, or other approaches as needed. Ideally joint MOE-NGO-PEO teams should implement the program. Regardless of the delivery mode, the training will utilize a common set of training materials and approaches covering a minimum set of competencies and agreed content. All training materials and activities will incorporate classroom practices that promote gender equity as well as ethnic and sectarian equity.

3. **Implementation of a Nationwide 10-day Teacher Training Module.** This component will implement province-specific training that provides an estimated 10 days of training for every teacher. This may include both direct workshop style training as well as distance training, school-based workshops, or other forms. All training, whether directly implemented by the project or by other agencies, will be coordinated by the MOE Training Department.

4. **Development of a New In-Service Training Model**

5. **Implementation of the Experimental Training Module in Selected Schools.** This component will include assessment of teachers' entry knowledge, skills and competencies, teacher training, supervisory support and feedback sessions. The training package will be revised and finalized for nationwide implementation. The revision and finalization of the package for nation-wide implementation.

Implementing/Executing Agency. The project will be managed by the MOE Teacher Training department with technical assistance and logistical and administrative support from UNICEF. The project will be implemented through PEO offices and operating grants to NGOs.

Proposed Budget. $7 million over two years. No funding has been identified yet.

Proposed Implementation Plan: The project will be initiated as soon as funding and agreements can be arranged and will be implemented over a two-year period.

Project 4. Second Chance Education for Out-of-School Children, Youths, and Hard-to-Reach Populations

Rationale. After 23 years of war and six years of Taliban restrictions on education, an estimated five to six million Afghan children, youths, and young adults have been deprived the opportunity to start or complete their education. Given the low enrollment rates in Afghanistan, many of these children would not have had access to education even without the conflicts. Many others have started their education, and would have completed it in normal times. This large, undereducated segment of the population represents a significant loss in terms of their own potential, as well as in economic terms to the country. While the situation has been exacerbated by the war, it has always been a characteristic of Afghan education and will continue to be so unless significant programs are developed to meet their needs.

In addition, the age group of 15 to 18 year-olds has special needs, which differ depending on their location and gender, and will need to have significantly different assistance. Young adults, 18-22, whose schooling was interrupted in post-grammar school years, have yet a different set of educational needs, no less important, but easily forgotten in the rush to meet the appeal and requirements of younger people. This out-of-school population is unlike normal, school-age populations in the broad range of age, experience, and educational levels of the individuals in the category, as well as the diversity of obstacles to their education. This diversity means that the traditional structures and approaches to basic education must be adapted to meet their needs.

Considerable experience has been accumulated in other countries in approaches for accelerated education using multiple delivery systems, self-study and distance education, flexible location and schedules, and other tools to develop basic education equivalency. The Office of Literacy Affairs has a two-year program to accelerate children four grades, but lacks the resources and special materials for the program.

Objective. This project consists of a series of subactivities to develop cost effective, quality education for children and youths who have not been enrolled in school, or who have suffered significant interruption in education. The objective of the program is to develop a framework and coordination mechanism to enable joint action by government and non-government entities to deliver accepted and recognized education to the out-of-school population. This activity would support joint MOE/NGO refinement of teaching materials, testing of the materials and teacher training on their use.

Scope. The program will be national in scale, implemented through multiple delivery mechanisms.

Components and Key Activities

1. **Program Management and Policy Development.** The project will: (i) establish assessment procedures for accepting educational outcomes and awarding formal education certificates that provide opportunities for employment or further education; (ii) establish and support a collaborative mechanism for grant recipients to develop materials, training materials, and to share training costs; and (iii) develop and implement a monitoring and evaluation system to assess effectiveness, efficiency, and outcomes, and to inform follow-up policy decisions.

2. **Grant Program for Accelerated Education Programs.** The project will provide grant support for specified types of educational programs established by the steering committee, including accelerated primary and secondary programs, literacy training, "second chance" program, targeting of specific hard-to-reach groups, among others. The program will include core operating and program support for activities implemented by the Ministry of Women's Affairs and the MOE Department of Literacy and, through them, to NGOs and private groups who apply for grants.

Implementing Agency. Under the leadership of a steering committee, the program will be implemented through project offices in the MOE Office of Literacy Affairs and the Ministry of Women's Affairs. Support for project management, technical assistance, grant management, and financial management will be provided through a contracted organization (NGO) that is selected through a competitive process.

Budget Estimate. $5 million for two years. This can be broken down into: Technical Assistance, $750,000; Operational Support/Capacity Building, $1 million; Program Grants (20 grants @ $150,000), $3 million; and Monitoring and Evaluation, $250,000.

Project 5. Primary Curriculum and Learning Materials Development

Background and Rationale. Afghanistan has had a number of curricula and supporting textbooks during the past two decades. The textbooks used during the past few years within Afghanistan (and in most programs with Afghanis in neighboring countries) were developed by the University of Nebraska at Omaha (UNO). Before the start of the 2002 school year, the UNO books were revised by a curriculum committee set up by the Minister of Education (MOE) under the Department of Translation and Compilation. The committee however was under tremendous pressure to revise the textbooks quickly in order for them to be provided to students for the new school year. The committee plans to continue its work to develop a new national curriculum for Afghanistan and then to oversee the development of textbooks and other learning materials to implement the new curriculum. This year the Afghan Basic Competency books for grades 1 to 6, a competency-based series of books developed by a group of Afghan educators, were also supplied to schools as supplementary materials. The committee has stated its intention to review all past and current curricula as part of the national curriculum reforms process.

Objective. This project will support MOE's curriculum review and reforms process along with the development of textbooks and other learning materials that promote child-centered teaching and active learning in the primary grades.

Scope. The project will support the work of the curriculum committee under the Department of Translation and Compilation. A major emphasis will be on the inclusion of competency-based criteria in curriculum and materials development. Learning materials will be field tested in selected schools and revised accordingly. The project will build on the work already undertaken by the curriculum committee and on the curriculum development, technical assistance support provided by the QIP on Institutional Strengthening under Capacity Building of MOE. It will complement curriculum reforms in the secondary sector. Training of teachers on the content of the new national curriculum and the use of learning materials will be undertaken as part of the QIP on Quality In-Service Primary Teacher Training.

Components and Key Activities

1. **Technical Support.** This component will provide technical assistance to: (i) review currently used and formerly used curricula and related learning materials; (ii) formulate a national curriculum framework that will meet the needs of Afghanistan's primary school children; and (iii) develop primary school textbooks and learning materials based on the newly developed national curriculum.
2. **Field Testing and Revision.** Field test textbooks and learning materials to ensure that they are appropriate and effective. Textbooks and learning materials will be revised based on the results of the field-testing.
3. **Coordination.** Coordination with the Training Department to ensure that the contents of the national curriculum are included in all future initial and in-service teacher training.

Implementing/Executing Agency. The project will be managed by the MOE's Department of Translation and Compilation with technical assistance and administrative support from UNICEF.

Budget Estimate. $1 million over two years. No funding has been identified yet.

priority; as a result, hard decisions must be made about the allocation of resources. Discussions with the Government and MOE indicate that the guiding principles for initial investments should focus on:

- Rapid mobilization to reinstate basic education with a goal of enrolling 1.5 million children in 2002 and at least 2.0 million children by 2003. The mobilization requires provision of classrooms, learning materials, and capable teachers through rapid-training programs, rehabilitation of existing structures, and use of alternative learning spaces. Meeting these goals will require the aggressive use of multiple delivery channels and rebuilding the minimum capacity at central and provincial levels to monitor and implement the program;
- Equitable distribution of assistance so that resources reach the provinces, Kabul, and other urban areas;
- Meeting the recurrent costs of the existing system, particularly teacher salaries.
- Promoting girls' education to remedy past injustices;
- Maintaining an appropriate balance among the subsectors based on demand, supply, and the contribution to national development;
- Linking education and vocational training to practical skills that lead to jobs;
- Capacity building of Afghan institutions so that dependency is not created;
- Contributing to rational and sustainable long-term development of the system

17. The parameters for determining the immediate investment priorities and sequencing include (i) funding availability (including donor and government funding), (ii) management and absorptive capacity of the subsector, (iii) the size of student population served by each subsector, (iv) the number of students whose needs can feasibly be met in a given period, and (v) efficiency criteria (cost per immediate beneficiary). Both funding and absorptive capacity are finite, as is ability of the system to supply key education services (i.e. building schools or teaching 10th grade science). Lack of absorptive capacity means that even where the needs are immense, it may not be possible to address them all at once even if funding were not an issue.

18. A balance must be maintained between immediate impact and long-term planning. Emergency assistance that delivers services but detracts from long-term development is inefficient, whereas an emphasis on long-term planning that fails to meet immediate critical needs is ultimately ineffective because it undermines the short-term stability needed to achieve long-term goals. An appropriate balance is needed between the parallel tracks of immediate service delivery and planning and development. The priority areas identified by the CNA mission address both these elements proportionately.

19. The investment strategy recommended by the CNA Mission reflects an overall strategy of (i) supporting rapid expansion of education services where demand is greatest through the flexible and efficient use of multiple delivery systems (government, NGO, private sector) while (ii) building the capacity of the sector institutions to plan for and implement the reconstruction of the system.

20. The CNA Mission recommends that long-term investments in fixed capital that are policy dependent—such as new physical facilities and curriculum or textbooks—

Proposed Implementation Plan. The work of the curriculum committee is already underway, and UNICEF is committed to provide technical assistance support through the QIP on Capacity Building of MOE. Work on all the components will be undertaken as soon as funds are available.

Project Profiles
HIGHER EDUCATION

1. Strategic Planning and Management Strengthening
2. Higher Education Support

Project 1. Strategic Planning and Technical Assistance for the Ministry of Higher Education (MOHE)

Rationale. The higher education system in Afghanistan has been virtually dismantled as a result of 23 years of war, physical destruction and looting of facilities, and the exodus of the majority of the faculty. As is the case with the basic education system, higher education needs to be rebuilt from the ground up.

Objective. The objective of the technical assistance is to assist the MOHE in planning for the rehabilitation and revitalization of higher education in Afghanistan. The ADB will provide a principal consultant to the Minister who will draw on specialized short-term expertise as needed for specific tasks.

Scope. The project will assist the MOHE management to develop a comprehensive plan for higher education in Afghanistan, including the revitalization of existing faculties, the rationalization of the national higher education network, and an assessment of the appropriateness of developing a community college-type system for Afghanistan. The project will develop: (i) a Master Plan for reconstruction and revitalization, within the context of the long-term comprehensive plan; (ii) a budget for operation of the Ministry, with a means of incorporating and integrating development expenditures; (iii) procedures for financial management, accounting, and auditing for use in each of the entities of higher education within a comprehensive budget for the higher education system; (iv) a policy and operational plans for insuring regional and gender equity and access; (v) a proposal for providing remedial education and additional support to bring dropouts back into the higher education system and increase the number of eligible applicants; and (vi) a proposal and feasibility analysis for use of self study, distance education, satellite facilities, and use of technology to increase the cost effective increase in access. The financial management system will include development of capacity in both budget formulation and execution. Options for financing the higher education system, including alternatives for revenue generation (charging tuition, conducting research, faculty/university consulting services, business support services, etc.) will be assessed.

Estimated Budget. $850,000 funded by the Asian Development Bank.

Implementing Agency. MOHE

Implementation Plan. Implementation is for 18 months and will commence during the second half of 2002.

Project 2. Higher Education Revival Project

Rationale. After two decades of continuous wars, the country's higher education system has nearly collapsed. In almost every university and college in the country, infrastructure and equipment have been destroyed, qualified staff have been depleted and are urgently needed, and educational resources are lacking. In addition, the Government has no budget to remunerate the academic and administrative staff in higher education in the near future.

In view of the human resource requirement for the country's reconstruction and development, the MOHE, including all of its educational institutions, faces the overwhelming task of addressing the most immediate needs and developing a framework for medium- and long-term development.

Objective. The objective of this project is to address the most immediate needs related to physical rehabilitation, institutional capacity building and policy development.

Scope. This project comprises: (i) rehabilitation of the MOHE, universities and colleges, including faculties and hostels; (ii) institutional capacity building in the MOHE, including policy development; (iii) institutional capacity building at selected faculties; and (iv) recurrent cost financing.

Budget Estimate. Estimated total budget is $12.2 million and is distributed as follows: rehabilitation, $7.3 million; institutional capacity building, $4.4 million; and policy dialogue, $0.63 million.

Implementing Agency. AACA, executing agency; MOHE, implementing agency.

Proposed Implementation Plan. The grant would be disbursed in the 18 months following the effectiveness of the grant. The details of the implementation are still to be elaborated.

Proposed Financing Arrangement. The ADB would finance $0.85 million of the institutional capacity building component. The WB would finance the rehabilitation component, the remainder of the institutional development component and the policy dialogue component.

Project Profiles
TECHNICAL, VOCATIONAL, YOUTH AND ADULT EDUCATION AND SKILLS TRAINING

1. Skills Training and Employment for Women and Girls
2. Nonformal Education for Women and Girls, ECD
3. Technical and Vocational Education and Training Sector Development

Project 1. Skills Training and Employment for Women and Girls

Rationale. Thousands of widows and girls have been forced into the unaccustomed and difficult situation of being the primary breadwinner in the family. Under the Taliban, women were not allowed to work and the result was desperation. The vulnerability of women to social and political disruption has been clearly emphasized in the past years, as has their need for relevant skills and the opportunity to use them in gainful employment.

Objective. To provide job-related skills training and employment for widows, young women, and other women contributing to family income.

Scope. This project will target widows and women who have no support base and are physically fit to learn a skill quickly to help them become economically productive and provide support to their families; in so doing, they will also participate in the rehabilitation of the traditional trades. A skills training center for traditional skills will be established and linked to a marketing cooperative to display and sell the merchandise produced by the students. The program will start in Kabul, but will then expand to other major cities. Technical expertise will be provided from both Afghan and external sources to establish effective training programs, quality control, and cooperative management. While the primary focus purpose of the program will be skills and employment, the centers will also provide space and support for literacy and/or accelerated education programs to facilitate access. The project will finance start-up costs, equipment and training, and two-three years of operations, at which time the revenues from sales will cover the fixed costs.

Components and Key Activities

1. **Skills Training Centers.** The project will support training and product development in four crafts: (i) knitting; (ii) cloth/silk weaving; (iii) tailoring; and (iv) carpet weaving. The project will also support the purchase of equipment, hiring and training of staff, recruitment, product design and quality control, and marketing through the cooperative.

2. **Small Loans for Graduates.** The project will provide graduates with loans as needed to purchase their own equipment for working at home and selling their work through the cooperative.

3. **Cooperative Management.** The centers will provide a cooperative structure to sell the work of the students and graduates.

Budget Estimate. $1 million covering costs of materials, space, technical assistance, cooperative operating costs, personnel and management.

Implementing Agency. These projects will be implemented under the supervision of the Ministry of Women Affairs. Collaboration with relevant NGOs in the respective regions will be undertaken. The Ministry of Women's Affairs has developed initial budgets and plans, which will need to be finalized as the first part of the project.

Timetable. The project will commence as soon as funding is made available, estimated by August 2002. The first two centers will be established in 2002 and the second two in 2003. The first classes will start in October.

Project 2. Nonformal Education for Young Women and Girls, with ECD

Rationale. During the Taliban period, most women and girls were not given the opportunity to obtain education and, as a consequence, are presently not literate. A good number of them have married and now have young children, and joining the formal education system may not anymore be an option to them.

Objective. The project aims to support women and girls who have not been able to access education opportunities over recent years, specifically young women who lack basic literacy, including those with young children who would benefit from ECD activities.

Scope. The project will (i) address literacy and basic education requirements of adolescent girls and young women aged 15-24 years through nonformal classes for literacy acquisition, and (ii) provide young children with early learning opportunities. Existing literacy programs will be scaled up. NGOs implementing literacy programs will also provide early childcare facilities, activities and appropriate instructional and play materials for the young children of the literacy learners. Technical support will be provided by UNICEF to develop ECD literacy material for use in classes focusing on home-based ECD approaches.

Budget Estimate. $2.6 million funded by the World Bank.

Implementing Agency. MOE, contracting arrangements through NGOs and UNICEF.

Project 3. Technical and Vocational Education and Training Sector Development

Rationale. The Technical and Vocational Education and Training (TVET) sector in Afghanistan is virtually nonexistent. Staff and instructors have left, and no students are enrolled. Buildings have been destroyed; equipment and furniture in workshops and classrooms have been removed. Many of the TVET buildings are empty shells. Given the above circumstances, the TVET sector, which will supply urgently needed skills, has to be rebuilt from scratch. This makes the process of rebuilding the TVET system a daunting task.

Objective. The objective of the project is to systematically build-up the institutional capability for establishing a National Program of Technical and Vocational Education (NPTVE) and to develop the capacity to formulate a Policy Framework on TVET. This project will support the systematic development of a comprehensive and modern national program on TVE.

Scope. In defining the scope and identifying the parameters of a National Program of Technical and Vocational Education (NPTVE), the following are the key considerations. The foundation of a meaningful national program of TVE is a Policy Framework. The guiding principles in its formulation are as follows. The policy framework should be anchored on: access, gender and social equity, and good governance and best practices. The primary role of the government should be that of a facilitator and standard-setter of TVE. In other words, the government should move away from the outmoded practice of being the sole provider and controller of TVE. TVE should be relevant to, and driven by, the demands of the emerging skill needs of the labor market. The TVE sector policies should be consistent with those on economic and social sectors. And it should be formulated with the active participation of the key stakeholders, including various government agencies, private entrepreneurs, employers, TVE providers, e.g. NGOs, CBOs and other groups.

Components and Key Activities

1. **National Secretariat for Technical and Vocational Education (NSTVE).** This component will support the establishment of a Secretariat that will assist the formulation of TVE policies and setting of standards. It will develop plans and programs, coordinate and monitor them. NSTVE will be the lead agency of the TVE sector, functioning directly under the Minister of Education. It will liaise with the MOHE and other ministries which are mandated to handle specialized subjects and sectors. This component will provide technical advisors, office furniture and equipment and conduct workshops.

2. **National Institute of Technical and Vocational Education (NITVE).** NITVE will serve as the implementing arm of NSTVE. It will identify skills that are needed by the economy; develop curricula, teaching and learning aids; conduct national tests/evaluation; and issue certificates based on standards laid down by NSTVE. This component will provide technical advisors, undertake urgent civil works, provide furniture and equipment and conduct study visits.

3. **Academy of Training of Technical and Vocational Educators (ATVE).** The main objective of this component is to support the establishment of an institution to train technical educators and professionals, including directors/managers of training

institutes/centers, for both the government and the private sector. This component will comprise the provision of international and national technical advisors and undertaking workshops, among others.

Budget Estimate. The estimated total budget is $4.8 million and is distributed as follows: NSTVE, $0.3 million; NITVE, $4.36 million; and ATVE, $130,000.

Implementing Agency. MOE

Project Profiles
MOE INSTITUTIONAL STRENGTHENING

1. Institutional Strengthening and Sector Planning
2. Education Resource Survey
3. Technical Assistance for Reconstruction
4. Capacity Building in the MOE

should wait until strategic plans and policies are developed. Short-term capital investments should be limited to areas in which there is an immediate need to provide services and for which there is little question as to the future structure for the subsector. For example, primary and secondary school rehabilitation in populated areas is an immediate priority, as is rehabilitation and basic equipment for service providers (i.e. MOE and provincial offices). On the other hand, investment in long-term institutions such as government-owned school furniture factories, teacher training colleges, or the full range of previous university colleges should await the relevant policy decisions, starting in year two or later.

21. The priorities recommended by the CNA Mission for the next two years are as follows:

A. Direct support to basic education, including primary and secondary schools:
   1. "Back to School" campaign to provide basic materials to schools, teachers, and students including teaching and learning materials, textbooks, teacher guides and other supplies;
   2. Advocacy campaign to encourage parents to support education and to send children, particularly girls, to school;
   3. Provision of adequate learning spaces including the rehabilitation and reconstruction of serviceable schools or provision of temporary shelters;
   4. Rapid in-service teacher training and upgrading, and emphasis in education quality;
   5. Develop gender-related materials and training.

B. Institutional strengthening for rational and effective use of resources:
   1. Rehabilitation of central and provincial MOE offices to establish minimum capacity to monitor and implement back to school programs;
   2. Immediate institutional strengthening and capacity building in selected critical operations of MOE (reconstruction planning, administration and personnel, and payroll administration, donor coordination, NGO coordination);
   3. Leadership and management training in center and provinces.

C. Basic education and training for the out-of-school population and special groups:
   1. Accelerated formal education programs with flexible delivery modes to enable children and youth to complete equivalency certificates or to mainstream back into regular school stream;
   2. Job-related and life-skills training and employment generation for diverse groups including widows, youth and child soldiers to serve the immediate reconstruction needs of Afghanistan.

D. Strategic planning:
   1. Complete comprehensive assessment of education with improved information and participatory review of options;
   2. Complete strategic-planning exercise in each basic education subsector and for overall system development resulting in specific subsector development plans for funding in year two and beyond;
   3. Complete strategic planning exercise for higher education and prepare development plan.

Project 1. Policy Development Through Stakeholder Dialogue

Rationale. The Government has not had the time or capacity to articulate a policy statement for the education sector, or to develop fully a strategy that incorporates the immediate needs of the nation.

Objective. To develop a new policy framework, based on social and gender equity, access and quality, among others.

Scope. A policy framework will include regulatory guidelines for the functioning of NGOs and private providers, and provisions ensuring greater access for women in policy and decision-making. This will include an institutional analysis and sector work to gain in-depth knowledge of the sector, its potentials and development requirements. This assistance will be coordinated with other types of assistance identified separately, in particular the technical assistance in management provided by UNICEF and UNESCO to the MOE, technical assistance in school construction planning and implementation, and other TA that may be provided by other donors.

Budget Estimate. $2 million funded by the World Bank

Implementing Agency. MOE

Project 2. **Education Resource Survey**

Rationale. The majority of Afghan children never attend school, a situation that has been worsened by decades of war and displacement. This is due to many reasons – parent and community attitudes, access to education facilities, economic circumstances, among others. Traditional EMIS systems fail to gather information – and useful insights – into these children and these communities for the simple reason that EMIS measures only what is found in schools. This provides useful information about what is happening in the schools, but next to nothing about the broader problem of what is happening outside the school, where the largest problem is. Traditional surveys also fail to capture the circumstances under which a community might expand its educational offerings, or the resources available within the community for education. The huge task of expanding Afghan education to the majority of the population will require substantial information about communities rather than simply what is happening in the school.

Objective. To establish a system and methodology for conducting and analyzing systematic surveys of educational needs and assets in all communities and to initiate data collection. Data to be collected includes educational coverage profile of the community, community/parent values, availability of educational opportunities in the local area, and alternative resources available for education. The data will be used for program planning to assure that education services reach all the population, and also for developing an advocacy program promoting education – and specifically girls education.

Scope. The project will support ERS data collection on a national level, managed and coordinated through the provincial education departments with support from the MOE planning office. The project will develop a methodology and instruments, hire and train survey personnel at the provincial and district level, and implement the survey over a 6-month period. Data collected will be analyzed at the provincial level to directly inform planning and operations. The survey will be managed and coordinated at the provincial level. This will be joint activity between the MOE and NGOs, with the capacity and equipment being installed in the provincial MOE offices. The data will then be aggregated and analyzed on a national level in the Planning office.

Budget Estimate. $250,000

Implementing Agency. The primary responsible MOE unit for developing the methodology and overall data analysis will be the Planning Department. The implementation of the surveys will be the responsibility of provincial and district education officers, supplemented with trained teams of hired data collectors. The ERS is not an ongoing or continuing activity, and as such does not require installed capacity.

Proposed Implementation Plan. June - December 2002

Project 3. **Institutional Strengthening of the MOE for School Rehabilitation and Reconstruction**

Rationale. Approximately 60% of the schools are considered "shelterless", with classes conducted in borrowed facilities or outside. As many as 80% of school buildings that exist are estimated to be in need of extensive repair. The vast majority of schools are seriously under-resourced in terms of equipment, teaching-learning materials and supplies. Approximately one-third of schools have no identifiable water source, and less than 15% have toilets for children's use. While support from NGOs is continuing and several individual donors are keen to fund school construction, there is an increasing need to establish a coordinated approach and implementation strategy to effectively manage the process. The school construction department at MOE has prepared tentative strategies and plans to tackle the situation. However, the human resource capacity in terms of both staffing and skills is weak in the department as in the whole Ministry and sector, where there is very limited policy, planning and monitoring capacity at all levels of the system. Technical assistance is needed at the Ministry to support further planning, and develop strategies for coordination, management, implementation, and monitoring of school rehabilitation and construction programs together with provincial and DEOs, and with communities.

Objective. To build capacity in the central MOE and provinces for efficient planning, coordination, management, implementation, and monitoring of cost-efficient school rehabilitation, construction, and temporary facilities management, including provision of school furniture, and equipment, and teacher housing as necessary.

Scope. The TA project will establish a data base for school rehabilitation and construction at MOE and the Provincial Education Offices (PEOs). Activities will include: (i) training in school mapping and surveys; (ii) identification/categorization of schools according to the needs of rehabilitation, and preparation of strategies for meeting the rehabilitation needs in these categories; (iii) provision of computers/software, and computer training for processing the data and using the data for planning at MOE, provincial and DEOs; and (iv) training and assistance for building capacity in detailed technical estimation, and estimation of costs for rehabilitation and construction of schools. Capacity building will also be supported in the areas of management and coordination of rehabilitation and construction of schools, and in undertaking efficient partnerships with contractors for school rehabilitation and construction. Cost-effective means of providing transitional learning spaces will be developed to address the needs of mobile populations such as returning refugees.

Budget Estimates. $1.15 million funded by ADB.

Implementing/Executing Agency. MOE

Proposed Implementation Arrangements. The planning and implementation of the school rehabilitation and construction will be coordinated with the activities of Ministry of Rural Development as well as Ministry of Public Works. While MOE will be the executing agency of the TA, the rehabilitation and construction work will be contracted to NGOs and private organizations.

Timetable. The TA will commence during the second quarter of 2002, and will be implemented over 18 months period.

Project 4. Capacity Building of MOE

The institutional framework and capacity building for MOE is a cross-cutting project for subsectors covered by several ministries (Education, Higher Education, Women's Affairs, and Labor and Social Affairs). This project will mainly concentrate on primary education and ECD activities. The time frame covered here is limited to the first two years, although the project will take longer.

Rationale. The organizational capacity of the MOE at both the central and provincial levels has badly deteriorated over the past ten years. The system currently lacks clear policies, defined roles and responsibilities, trained staff, resources and materials, and coordinated relationships with the provinces. It also lacks a long-term plan for revitalizing education in the country. The weaknesses extend to every operational unit in the MOE – human resources, payroll, budgeting, logistics, planning, information, policy formulation, teacher training, construction, curriculum, etc.

Objective. The objective of the project is to support MOE in building its institutional and professional capacity at central, provincial and local levels, with institutional support to communities and schools, and possibly to NGOs. The capacity building process is meant to support the smooth and effective implementation of the future education policy and its learning process. It would focus on service delivery to children, following a bottom to top process.

Scope. The project scope is defined within a system development framework. The project will rebuild the minimum capacity that is needed at central and provincial levels to monitor the short term policy of restarting schools through flexible delivery, safe space, rapid re-enrolment of girls, returnees, rapid deployment of additional teachers—especially female and improvement of the learning process; support the mobilization necessary to achieve the objective of enrolling two million children in school in two years; concentrate the central capacity building activities on key planning and managerial functions, co-ordinating functions, education policy guidance, monitoring, and the associated information systems to be developed; prepare the capacity building plans according to a bottom to top approach; and organize the main responsibilities and restructure the MOE accordingly.

Components and Key Activities

1. **Technical Assistance** for (a) primary education, (b) teacher training process, (c) curriculum renovation process, and (d) MWA and MSA in relation to Education and ECD issues

2. **Support to System Development of MOE**, including: (a) rehabilitation of the relations among centre, provinces, districts, schools & communities through short term training; (b) organization and renovation of 4 key functions of MOE: planning (including data collection and EMIS), projects, budget, and personnel; and (c) mechanisms for partners coordination with MOE

Budget Estimate. Total of $14.9 million. This budget is tentative. It will be refined during the second draft, after consideration of subsectors first draft reports. It is built on the following assumptions:

Components and Activities	Total ($ million)
Component 1	
TA to primary education	0.88
Support to Teacher Training	0.48
Support to Curriculum development	0.40
Support to Staff reinforcement	0.48
Support to Building & Construction	0.48
Support to MWA and MSA	0.80
Subtotal Component 1	*3.52*
Component 2	
Short term training	2.59
System Development, incl. Data Collection & EMIS	8.77
Total	*14.88*

Implementing Agency. The Agency responsible within the Government will be the MOE.

Timetable. Several activities in this proposed project are already being implemented by UNICEF and are planned to be part of UNICEF support within the next three years, in particular technical assistance to primary education, teacher training and curriculum assessment and redesign. Other donors' contributions are also considered: JICA for TA for teacher training and curriculum methodology; ADB for capacity building for school rehabilitation and construction. Component 2 related to system development could be co-funded by the World Bank as part of the institutional strengthening of MOE ($2 million). Assistance design, April-May 2002; preparation, May-December 2002; implementation, April 2002 - March 2004.

E. Foundation investments in other sectors:
   1. Rehabilitation of core facilities in higher education to enable the start-up of a limited university program, pending completion of strategic plan;
   2. Initiate materials support and system planning/pilot programs for early childhood interventions.

II. Subsector Perspectives

A. Early Childhood Education

22. Early Childhood Development (ECD) programs to address the needs and development of young children from birth to six years of age, their families, and communities. They are multi-dimensional and designed to support children's health, nutritional, cognitive, social and emotional abilities enabling them to survive and thrive in later years. Reflecting cultural values, they must be deeply rooted within families and communities—blending what is known about environments that enhance optimal child development with an understanding of traditional childrearing practices that support and/or curtail a child's development. The goal of the ECD strategy is to help families ensure that their children reach school age, not only healthy and well nourished, but intellectually curious, socially confident and equipped with a solid foundation for life-long learning.

Current Situation

23. ECD programs have a relatively short history in Afghanistan. They were first introduced during Soviet occupation with the establishment in 1980 of 27 urban preschools, or *kodakistan.* The number of preschools grew steadily during the 1980s, reaching a high of over 270 preschools and 2,300 teachers caring for more than 21,000 children by 1990. These facilities were an urban phenomenon, mostly in Kabul, and were attached to schools, government offices, or factories. Based on the Soviet model, they provided nursery care, preschool and kindergarten for children from 3 months to 7 years of age under the direction of the Department of Labor and Social Welfare. The vast majority of Afghan families were never exposed to this system, and most of those who were never fully accepted it because it diminished the central role of the family and inculcated children with Soviet values.

24. With the onset of civil war after the Soviet withdrawal, the number of kindergartens dropped rapidly. By 1995, only 88 functioning facilities serving 2,110 children survived, and the Taliban restrictions on female employment eliminated all of the remaining centers in areas under their control. At present, no programs of any size exist, facilities have been destroyed, and there is an absence of trained personnel.

Indicators - Threats to Early Child Development

25. It is estimated that 2.5 million Afghan children are less than six years of age. A range of both biological and environmental risk factors act synergistically to exert a powerful negative influence on the growth and development of the Afghan child.

26. A mix of religious tribal customs and beliefs permeates Afghan society, with kinship substituting for government in most areas. Communities are traditionally closely knit with a strong emphasis on the extended family. Roles are clearly defined and central to the social order. Decades of war, massive displacement, and changing power structures caused the collapse of community-support networks and the erosion of the extended family—one of the most basic traditional coping mechanisms. Large numbers of women are widowed and assume unaccustomed roles as the family breadwinner.

27. A quarter of all children die before the age of five as a result of birth trauma, neonatal tetanus diarrhea, and pneumonia and vaccine-preventable diseases. Iron-deficiency anemia is widespread, affecting half to two-thirds of children under five years of age. Large numbers of children are chronically malnourished with 45-59% showing high levels of stunting. This contributes to high rates of maternal mortality amongst adolescent girls in a culture where as many as half of all girls marry before the age of 18, and many soon after adolescence.

28. Confronted with these interlocking threats to development, children arrive at school unable to take advantage of learning opportunities. It is not surprising that drop out rates are high. Figures from 1999 show that one in four children dropped out of school in grade 2 and almost one in two in grades 3 and 4. In addition to the child's physical and health status, other factors contributing to high dropout rates are family issues and competing priorities for the child's time, irregular teacher attendance, subject irrelevance, and poor-teaching quality.

Institutional and Policy Environment

29. At present, there are no policies dealing with early childhood and no institutions with either the responsibility or capacity to provide such services. In the past, the Ministry of Labor and Social Affairs was accountable for kindergartens, nurseries and crèches, while orphanages fell within the purview of the Ministry of Education (MOE). Presently, the Ministries of Education, Labor and Social Affairs, and Women's Affairs, have expressed an interest to oversee the early childhood sector. As the Interim Administration continues to define and restructure Ministerial responsibilities, the strengths and limitations of various options, including an inter-ministerial coordination agency, should be carefully considered.

30. While formal structures do not exist, it is not clear whether any informal childcare arrangements exist at the community level other than those provided by family members. As women enter the work force, it is likely that a market for private-preschool services will emerge in urban areas.

Human Resources

31. There is little data on the number and status of childcare providers formerly attached to the Ministry of Labor and Social Affairs. These employees were high school graduates who had completed a six-month training course in early childhood. If they can be found and provided with refresher training, they represent a limited pool of skilled and committed service providers. Several NGOs provide a range of services to groups of mothers and young children, including Save the Children, Aga Khan Foundation, World Vision, the Swedish Committee for Children, CARE and OXFAM. Their expertise in working with families and communities provides possibilities for partnership in a proposed Afghan early child-development strategy.

Cross Cutting Issues

32. In addition to linkages with heath and nutrition, the early-childhood sector addresses several cross-cutting issues, including gender and children with disabilities. The roots of discrimination against girls, stereotyping of male and female models of behavior and the acceptance of male domination and violence against women are

- Rapid mobilization to reinstate education with a goal of enrolling 1.5 million children in 2002 and at least 2.0 million children by 2003;
- Equitable distribution of assistance so that resources reach the provinces, Kabul, and other urban areas;
- Meeting the recurrent costs of the existing system, particularly teacher salaries;
- Promoting girls' education to remedy past injustices;
- Maintaining an appropriate balance among the subsectors based on demand, supply, and the contribution to national development;
- Linking education and vocational training to practical skills that lead to jobs;
- Contributing to rational and sustainable long-term development of the system.

(ix) The investment strategy recommended by the CNA Mission reflects an overall strategy of (a) supporting rapid expansion of education services where demand is greatest through the flexible and efficient use of multiple delivery systems (government, NGO, private sector) while (b) building the capacity of the sector institutions to plan for and implement the reconstruction of the system.

(x) The CNA Mission recommends that long-term investments in fixed capital that are policy dependent—such as new physical facilities and curriculum or textbooks—should wait until strategic plans and policies are developed. Short-term capital investments should be limited to areas in which there is an immediate need to provide services and for which there is little question as to the future structure for the subsector. For example, primary and secondary school rehabilitation in populated areas is an immediate priority, as is rehabilitation and basic equipment for service providers (i.e. MOE and provincial offices). On the other hand, investment in long-term institutions such as government-owned school furniture factories, teacher training colleges, or the full range of previous university colleges should await the relevant policy decisions, starting in year two or later.

(xi) A revitalized education system can contribute significantly to resolving many of Afghanistan's daunting problems. Education is a key ingredient to rebuilding Afghanistan, igniting progress in all other development sectors. Education will build the human and social capital needed for economic development as well as serve as a key vehicle for promoting peace, stability and social cohesion. In short, it will help develop a sense of nationhood.

AFGHANISTAN

COMPREHENSIVE NEEDS ASSESSMENT IN EDUCATION

FINAL DRAFT REPORT

July 2002

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ABBREVIATIONS

ADB	Asian Development Bank
AACA	Afghanistan Assistance Coordination Authority
CNA	Comprehensive Needs Assessment
DEO	District Education Office
GNP	gross national product
GDP	gross domestic product
GER	gross enrollment rate
ECD	early childhood development
MOE	Ministry of Education
MOHE	Ministry of Higher Education
NGO	nongovernment organization
PNA	Preliminary Needs Assessment
PEO	Provincial Education Office
QIP	quick impact project
TA	Technical Assistance
TVE	Technical and Vocational Education
UNHCR	United Nations High Commission for Refugees
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund

EXECUTIVE SUMMARY

(i) The Afghan education system has been undermined by 23 years of war, by widespread physical destruction, by restructuring under a communist regime, and by its use as a political and religious pawn by succeeding governments. The concept of secular education has been under constant attack for decades—first as a source of foreign ideas that led to the communist takeover and then by the Taliban who banned education for girls entirely, and promoted and expanded the system of religious schools at the expense of secular schools. As the school year started in March 2002, the capacity to supply education has been decimated in both quantity and quality.

(ii) The Comprehensive Needs Assessment (CNA) focuses on the harsh realities and challenges facing education in Afghanistan. While these challenges are daunting, it is important to acknowledge the positive aspects of the current situation. There is an atmosphere of excitement, expectation, and determination in schools throughout the country. Despite an almost total lack of resources, thousands of Afghan teachers and students are registering for classes. Students and teachers have congregated in schools weeks before they open, helping with repairs and feeding on the excitement of being able to resurrect them. Parents are keen to return their children to school. This commitment to education will be an important force for rebuilding the system.

(iii) By any measure, the education system in Afghanistan has collapsed. The most informed estimates indicate that Afghanistan's education indicators are among the worst in the world, with girls and rural populations particularly disadvantaged. The gross enrollment rate (GER) estimate in the Preliminary Needs Assessment (PNA) of 38% for boys and 3% for girls primary education seems high, given that the highest GER achieved in 1980 before the wars, was only 54% for boys and 12% for girls. Moreover, the numbers of children in school declined dramatically in the 1990s given the civil war, destruction of education infrastructure, and the hostility of the Taliban to secular education—and particularly the education of girls and female teachers.

(iv) An estimated 80% of school buildings at all levels have been damaged or destroyed as well as all but two teacher training colleges, which are still partially functioning. Most of the vocational-technical facilities have been damaged or destroyed. A large number of qualified teachers fled the country, taken jobs outside of education, work in refugee camps, or have been killed. The curriculum has not been revised for 30 years, and virtually no modern educational practices have been introduced for decades. Regional education authorities have operated autonomously for years in the absence of a central authority. Most teachers and administrators have not been paid for over six months, and salary levels are set well below a living wage. In sum, the education system has very limited capacity to supply basic inputs—buildings, teachers, materials and textbooks. In fact, virtually no "system" exists, even at the level of basic operations, policies or procedures.

(v) Despite the education system having been destroyed, demand for education is surging. For example, an estimate of primary, school-age children is 4.5

million; however, it is difficult to estimate the primary, school-age population accurately in the present situation. The high, unmet demand for education after the Taliban rule is seen in the throngs of parents and children seeking to register for school, sometimes at schools that are little more than rubble. The girls' schools that opened for informal winter sessions in all parts of the country after the defeat of the Taliban are overflowing, even in heavily traditional Pushtun areas like Griskh in Helmand Province, where 500 girls showed up the first day. At Kabul University, over 18 thousand students took the admissions exam in the building in 2002.

(vi) In Afghanistan, there are groups of children, youths and adults with special circumstances and needs. Integrating former soldiers into the economy and civilian life through vocational and skills training is a high priority for stabilizing the nation and sustaining peace. Demobilized child soldiers and youths are particularly difficult to reintegrate into the formal schooling system. But without educational and job-training programs and employment opportunities, former combatants are highly likely to return to warlord armies—or turn to banditry. The potential numbers of this group is unknown, but, as an example, an estimate of 25,000 to 30,000 ex-child soldiers in Kandahar alone gives us an indication of the potential scale of the problem. Other hard-to-reach groups include war widows, orphans, women and girls, children with disabilities (some caused by the war), street children, nomadic groups, and many others, with the total number of affected people in the millions. All these groups require educational services tailored to their particular needs.

(vii) The challenge of expanding the education system to meet the needs of the diverse unserved population is highly complex. In order to meet the education needs of the population, Afghans must greatly expand the education infrastructure and seek innovative and cost-effective mechanisms for delivering a broad spectrum of formal and informal education services. In order to achieve an 85% net enrollment rate (NER) in primary education within 10 years, using a very conservative estimate of a constant, primary-school age population of 4.5 million children, an additional 43,500 teachers will be needed and an additional 13,851 schools will need to be constructed. On an annual basis, this means recruitment and training of 4,350 new teachers each year and construction of 1,385 new schools. If a traditional structure were to be used to meet the education needs of the "lost generation" of Afghans aged 12-30 whose education was interrupted or never started, an additional 40,000 teachers might be needed. This scale of educational infrastructure is comparable to what is found in countries of similar population, but is far beyond anything achieved, or attempted, in the history of Afghanistan.

(viii) The strategic and efficient use of scarce financial resources, including donor assistance, will be critical to meeting the demands and challenges of the education sector. With the system almost completely destroyed, virtually all investments merit high priority; as a result, hard decisions must be made about the allocation of resources. Discussions with the Government and Ministry of Education (MOE) indicate that the guiding principles for initial investments should focus on: